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BULLETIN

canadian association of university teachers

association canadienne des professeurs d'université

The British University Grants Committee

A Question of Merit

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The British University Grants Committee

DAVID CREVIER

Introduction

The traditional model of the university as an autonomous institution is being increasingly subjected to severe pressures. The right of the university's governing body to manage the institution without having to respond to influences exterior to the institution has become qualified by several different circumstances existing in contemporary society. The most obvious of these circumstances is, of course, the fact that public funds account for an ever increasing proportion of university financing. As the amount of money being poured from public coffers into the institutions of higher learning rises, the demands for "public accountability" intensify and threaten to destroy the autonomy of the universities. No government can be expected to spend enormous amounts of capital without assurances that such funds are being utilized in an efficient manner. Whatever the nature of the mechanism which is established to give these assurances to government, it is clear that the mechanism will have a substantial impact on university autonomy.

Another circumstance which is responsible for exerting pressure against the traditional definition of university autonomy is the distinct change in the body of knowledge which is handled and processed by the university. This is most evident in the tremendous growth experienced in the natural sciences. The term "ivory tower" is no longer applicable. Far from being an institution existing on the fringe of society, the university has come to exert an enormous influence upon the entire social structure. Expected to provide professional training for large portions of the nation's labour force, expected to perform extensive research, the university has become an integral part of the economy. Precisely because it is an institution of such profound significance, the university can no longer hope to be immune from the influence of a government which purports to establish long-range social policy.

If these considerations appear to lead to the inevitable conclusion that government should have an important say in how institutions of higher learning are operated, it remains to define the extent of this governmental role in university affairs and to decide upon the precise procedures as to how such can be effected. On one end of the spectrum of opinion can be found spokesmen like Alphonse-Marie Parent who declared that it is the state's educational task

> . . . to co-ordinate for the general welfare of all what used to develop in an autonomous manner; to see to it that an efficient, maximum performance is obtained from all acceptable establishments and resources, with a view to strictly defined common objectives. This evolution is irreversible: the more complex society becomes, the more complex and comprehensive the state becomes, trying to humanize society. The more knowledge and the greater competence the function of governing requires, the more necessary it is to trust government experts, to trust their sense of public responsibility and of general welfare.[1]

And further,

> Thus it is only when each university professor admits in his innermost heart, with the utmost loyalty and unreservedly, that the state really is the trustee of the common social good, with all the cultural values

Mr. Crevier is a law student at McGill University.

1 Alponse-Marie Parent, "Patterns of Collaboration," **Governments and the University.** Macmillan Co. of Canada, Ltd.; Toronto, 1966. 56.

> that implies, that it will be possible to do away with present tensions still brought about by this problem of the state's relationship with the universities.[2]

Understandably, the academic community is more than wary of any such broad expression of the government interest. In response to this sort of thinly-veiled threat of direct governmental interference, several cogent arguments attesting to the desirability of avoiding government control are advanced. Firstly, it is maintained, the university is a fragile creature devoted to the pursuit and accumulation of knowledge; such a calling must by definition conflict with any attempt by the state to render higher education an efficient process. Truth and economy of operation do not make good bedfellows. Academic freedom, or the ability to pursue a line of inquiry in an objective manner without being subjected to outside pressures, is inseparably linked to institutional autonomy; hence institutional autonomy must be retained. If universities are to be free to pursue criticism of the *status quo* or generally any line of inquiry which is not entirely in accord with contemporary popular sentiment or current government policy, then it is essential that these institutions be subject to no other influences than those which stem from the academic community itself. And again, university teaching is a highly technical profession and, like any other sophisticated profession, the professional body should have full jurisdiction to maintain and control the standards and practices of the profession, as well as to define what is the proper area of endeavour for its practitioners. The presence of government bureaucrats in these matters can only have a deleterious effect upon the academic community and the quality of higher education. These sentiments were echoed by William Mansfield Cooper when relating his experience of appearing before the Public Accounts Committee of the United Kingdom, this body being responsible for inquiring into the propriety of public expenditures. "No one could meet the committee without respecting the probity, integrity, and sincerity of its members, and their determination to see that public monies were well spent, but few if any amongst them were capable of determining what 'well spent' meant in a scientific context. Little men moving in a world manifestly beyond their comprehension."[3]

Thus the battle lines have been drawn with the banners of "accountability" and "efficiency" confronting those of "academic freedom." As any further discussion of the rhetoric is not likely to be very illuminating, let us now turn to what is the main purpose of this report: a critical evaluation of the University Grants Committee, the mechanism established in the United Kingdom for the purpose of reconciling the opposing interests of the Government and the universities.

Structure of the UGC

The University Grants Committee was established in 1919, its terms of reference being "to inquire into the financial needs of university education in the United Kingdom and to advise the Government as to the application of any grants that may be made by Parliament to meet them." In 1946 the terms of reference were extended to include

> ... to collect, examine and make available information relating to university education throughout the United Kingdom; and to assist, in consultation with the universities and other bodies concerned, the preparation and execution of such plans for the development of the universities as may from time to time be required in order to ensure that they are fully adequate to national needs.

Owing its birth to the issuance of a Treasury Minute, the University Grants Committee is not a statutory body and there is no legislation governing its existence. Initially under the aegis of the Treasury, the Committee is now under the jurisdiction of the Department of Education and Science. Due to its non-statutory nature, the Committee's terms of reference and membership may at any time be changed by the Secretary of State for Education and Science.

At present the members of the Committee are appointed by the Secretary of State after consultation with the Secretaries of State for Scotland and Wales. Alhough the appointments do not appear to be made upon anybody's specific recommendation, it is generally admitted that candidates are chosen on the basis of their ability to gain the confidence of both Government and the universities. The greater proportion of the Committee is drawn from the academic university community, with the remainder of the membership coming from posts in industry and other sectors of education.[4] While all of the appointees serve in an individual, and not a representative, capacity, efforts are made to ensure that the composition of the Committee reflects the various geographical areas of the nation as well as the predominant interests of the academic community with regards to teaching and research. Each individual serves for a five year term which is renewable for a further five years. Members are expected to contribute approximately one-fifth of their time to the work of the Committee and are otherwise actively engaged in their respective professions.

The Committee is headed by a full-time Chairman who is an academic, and he is assisted in his duties by a part-time Deputy Chairman. The Committee is supported by numerous standing sub-committees which provide expertise covering a wide range of academic subjects. These sub-committees, the appointments to which are made by the Committee, are each chaired by a member of the Committee. Aside from these standing advisory bodies, working parties are occasionally set up to provide for particular problems. Further support to the Committee is rendered by a Secretariat of over one hundred civil servants supplied by the Department of Education and Science. This body, which includes such specialized personnel as architects, is responsible solely to the Committee.

Very briefly, therefore, we have the manner of appointment and structure of the University Grants Committee. One is tempted to question whether such a non-statutory body can properly perform the function entrusted to it under its terms of reference. As the Committee's composition and *modus operandi* are entirely based upon the observance of convention, one might argue that the "buffer body" is all too fragile in the light of existing pressures which appear to be steadily mounting in intensity. When the Committee was created by the Treasury Minute in 1919, government grants had not even begun to attain their present magnitude, and it was considered, no doubt properly under the circumstances, that such a buffer

2 **Ibid.**, 62.
3 William Mansfield Cooper, "Change in Britain," **Government and the University.** Macmillan Co. of Canada, Ltd.; Toronto, 1966. 4.

4 In 1971 the Committee consisted of thirteen academics with three members from other sectors of education and one from industry.

body could protect the universities from political influence while guaranteeing some measure of trusteeship or supervision with regards to the expenditure of public funds. However, as the public expenditure continued to soar, so did the amount of stress between the Government and the UGC. This stress was indicated by such developments as the removing of the Committee from under the protection of the Treasury and making it responsible to the Department of Education and Science. Another indication of increasing pressure being brought to bear on the structure involved making the accounts of both the Committee and the various universities open to inspection by the Public Accounts Committee and the Comptroller and Auditor-General. While exposure to this sort of scrutiny by outside bodies had been successfully avoided in the past, the sheer size of the amounts being expended on higher education convinced the Government to change its policy regarding supervision. In view of this increasing tension between the Government and the universities, numerous critics feel that a body which relies on convention and not statute will be inadequate to operate effectively in the future. To rely on convention can only be an effective formula in a stable system; in a situation where there are increasing pressures for governmental interference, it is only too probable that procedures and practices recognized by convention will be thrust aside in order to establish a new equilibrium less favorable to the universities. And again, aside from dangers resulting from what one might call "legitimate" pressures or tensions, there is always the possibility of purely political appointments as there are no safeguards determining the advisors of the Secretary of State in regard to the appointing of members.

As few bodies have received such widespread praise as has the University Grants Committee, one might reasonably conclude that convention has proved itself adequate as a suitable foundation for its operation. However, one critic is not alone in attributing the success of the Committee to the *"de facto* control of élitist institutions by likeminded members of the élite."[5] UGC success is seen not as a manifestation of the effectiveness of the Committee's structure, appointment procedure and manner of operation, but is rather to be linked to the reciprocal confidence between the Government and the Committee which is attributable to "... the extraordinary stability of the British system of élite recruitment to positions of political, indusrial or bureaucratic power."[6] Thus even if the Committee be admitted to be functioning very well in the United Kingdom, it must be seen as owing its success in great measure to the conventions of British public life, and hence doubts as to the exportability of such an institution may arise.

Functions of the UGC

The activities of the University Grants Committee may be regarded as being divided into two distinct areas. The first of these concerns the Committee's advisory function or its responsibility for making recommendations to the Government concerning the development and financing of higher education. In order to properly equip itself for this advisory function, the Committee draws upon a number of sources. Close contact is kept with the Ministry of Labour in order

graphics: NYRB

to ascertain the probable needs of the nation with regards to specific kinds of employment, and this source of information is supplemented by communication with other Ministries who advise as to their particular manpower needs. Moreover, the subject-matter of this continuous conversation between the different Ministries and the Committee is not necessarily limited to that of national manpower requirements. Also under consideration are such matters as the need for research and, in general, anything that can be interpreted as national needs.

In attempting to arrive at a reasonable scheme for development, the Committee, as it is directed to do by its terms of reference, also consults the universities. This dialogue is carried on both on an individual and on a collective basis. The medium for individual consultation is the quinquennial visit which the Committee renders to each university every five years. Collective consultation is achieved by means of the Committee of Vice-Chancellors and Principals of the Universities of the United Kingdom. This body may be regarded as performing the role of spokesman for the universities, although it has no executive power and cannot commit any individual university to its recommendations. Originally a body for discussing administrative problems which all the universities had in common, the Committee of Vice-Chancellors now views itself as having a vastly expanded sphere of interest, especially since the UGC has been made responsible to the Department of Education and Science. Acting partly in response to a feeling that the new status of the UGC means that the Department will have a tendency to treat the universities more as one sector of a tripartite field of higher education rather than as

5 A. H. Halsey, "The Universities and the State," **Universities Quarterly**, Vol. 23, No. 2; Spring 1969; Turnstile Press, Ltd.; London, 1969. 137.
6 **Ibid.**, 137.

a group of institutions *sui generis*, the Committee of Vice-Chancellors has reformed its organization to better equip itself for the function of university lobbyist. Accordingly it has provided itself with a standing committee which is sub-divided into divisions concerned respectively with university development and capital finance, recurrent finance, staff and student matters, and academic matters. Thus armed, the Committee of Vice-Chancellors hopes to ensure a vigorous representation to the UGC of views held in the academic community. Further, in addition to the Committee of Vice-Chancellors, the UGC relies on discussions with the Association of University Teachers in order to acquaint itself with university opinion.

The University Grants Committee, having drawn on these various governmental and university sources for information and guidance, then submits to the Department of Education and Science recommendations concerning both the future development of the universities and the amount of funds required to continue to operate these institutions of learning. With regards to the financial recommendations, cost estimates for capital expansion are submitted on a yearly basis; estimates for operating costs are submitted every five years. When these financial recommendations are made to the Department, no mention is made of the individual needs of any particular institution; sums are discussed in terms of national requirements.

What may be regarded as crucial to the Committee's advisory function, however, is that its advice to the Government is confidential. As a result there can be no assurance that the Committee is actively engaged in representing the interests of the university community. This is perhaps another aspect of the significant role played by convention in the operation of the UGC. As there is no guarantee that the Committee is effectively communicating the position of the universities to Government, this leads to charges that the UGC is "in the Government's pocket." In the light of the Committee's continuing dialogue with the various Ministries, and taking into consideration the similarity in background and shared outlook and taste of the members of the British élite noted above, it may be argued that the Committee is merely a sensitive organism capable of discerning the expectations of those in Government. Rather than actively espousing the cause of the institutions of higher learning, the UGC is simply a convenient device for accommodating the desires of the Government. As one author has remarked in mild fashion, "The UGC has continued to walk the tightrope between university autonomy and the government's assessments of national needs, appearing to totter more frequently towards the latter consideration."[7] If the Committee is inclined to totter towards governmental objectives, the confidentiality of its advice certainly affords no remedy to this situation. Further, it is difficult to imagine why publicity should be at all detrimental to the UGC's effective functioning.

Aside from having the responsibilities of formulating opinion as to how the universities can best fulfill their role in society and of interpreting the requirements of the universities to the Government, the University Grants Committee exercises important executive powers. The most crucial of these powers concerns the Committee's function of deciding upon the proper distribution among the various institutions of the Parliamentary grants. More shall be said on this particular topic shortly.

Although the UGC has had since 1946, as granted by its terms of reference, responsibility for "... the preparation and execution of such plans for the development of the universities as may from time to time be required in order to ensure that they are fully adequate to national needs," it appears that the Committee has not always performed that function effectively. In spite of the reference to "national needs," it seems that the Committee, for the most part, has failed to establish a national system of higher education. Co-operation and co-ordination among the various institutions has been insignificant, and neither has there been sufficient guidance and direction given by the UGC so as to enable the universities to develop in accordance with a national scheme. As expressed by Thomas R. McConnell in 1966,

> Whatever direction the committee has given the universities has had to be exerted gingerly. As one official in a position to know expressed it, the co-ordination the UGC has attained has been accomplished either through the most delicate negotiation and persuasion, earmarked grants (which the universities have disliked), or outright bribery. The result is a system of higher education far short of the nation's needs. Whether the government would have financially underwritten a bolder or more adequate national system of universities is admittedly doubtful, but in any event neither the UGC nor the universities themselves have ever come forth with any such plan. It is doubtful that they would ever voluntarily do so.[8]

One writer offers excessive respect for university autonomy as the reason why there was this dearth of national planning.

> The fact is that the UGC has had such respect for the autonomy of individual universities and for the wisdom of individual vice-chancellors that it has not, until recently, felt free to regard the universities of Britain as units in a system of higher education to be integrated, coordinated and considered as a whole. On the contrary, the committee regarded each separate university as a good lawyer

7 Stephen Mennell and Colin Crouch, "Autonomy and Diversity in Higher Education," **Universities Quarterly**. Vol. 26, No. 4; Autumn 1972; Turnstile Press, Ltd.; London, 1972. 413.

8 Thomas R. McConnell, "Governments and the University — A Comparative Analysis." **Governments and the University**. 84

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> regards each of his clients: it has encouraged each university to develop according to its own inner logic.[9]

Recently, however, there has been a change in the Committee's willingness to indicate to the various universities what measures would be in accordance with the development of a national system of higher education. When the universities received their fund allocation from the UGC for the quinquennium 1967-1972, they also received a "memorandum of general guidance." This memorandum, after stressing that uniformity was not one of the goals of the Committee, continued to state that each university was entirely free to determine how it should distribute its bloc grant provided that such was done in the light of guidance given by the UGC. Further, the memorandum purported to set out what was expected from the universities in return for the public support which they received. It referred to national needs; it made an appeal to inter-university co-operation; it spoke of rationalization and the necessity of avoiding costly duplication of services. Whatever the nature of the guidance given by the UGC to the universities, the fact that it is finally giving such guidance is considered to be of great significance. The memorandum has been called "...a document of historical importance."[10]

The real power and influence of the UGC naturally lie in the Committee's ability to determine how much money is to be granted to a particular institution. In order to properly evaluate the performance of the Committee it is essential to enter into a detailed discussion of how these allocations are made.

Any funds which are distributed to a university through the UGC fall into one of three categories of grants. The first type, the recurrent grant, is designed to cover the conventional operating costs of the universities. Under this head are included expenditure on staff salaries, administrative and maintenance costs, etc. The total national amount of the recurrent grant is decided upon by the Government for periods of five years at a time, and it is the Committee's responsibility to divide up this amount among the institutions of higher learning on an annual basis. The UGC hesitates to publicly say how it has arrived at each university's figure on the grounds that this would cause a great deal of dispute among the various universities and institutions. However, the procedure is generally as follows. Each university puts up its estimates, and the UGC then tries to see whether the estimates for various items of expenditure are out of line and if there are any good reasons for it. It then adds up the total sums and goes along and argues with the Government for the total. Once the total for the university sector has been arrived at the UGC then makes its allocations but even the UGC cannot say within a few thousand pounds exactly on what basis these allocations are made. The UGC explains this process by analogy. It is as if the various estimates being put up by the universities were bricks which form a wall. When the Government total is announced a bit of the wall is chopped off, the rest is plastered over and then the divisions are made which, while not ignoring the divisions made by the individual bricks, often vary from them. In other words, the cuts are made across the plaster and not by breaking up the individual bricks. This is a simplified analogy but it is about the best description that can be given. Once the Government has made a decision on the amount of funding to be made available, the amount is not normally increased during the five year period. Nevertheless, supplementary grants are sometimes made available in order to account for major changes in Government policy, increases in academic salary scales which have been authorized by the Government, and inflation, this last being measured by means of a price scale which must be approved by the Government.

The cornerstone upon which rests so much of the widespread confidence in the University Grants Committee is the fact that these recurrent grants are distributed in block fashion with no strings attached, The block grant is regarded as the foundation of institutional autonomy and the most important means for ensuring academic freedom and preventing management by the UGC. Nevertheless, in spite of the obvious appeal of the present arrangement and the presumed resulting protection of academic interests, there are those critics who maintain that such protection is illusory. As the UGC makes its allocation on the basis of the proposals and estimates advanced by a particular university, there of necessity exists a tacit agreement that the university will spend its recurrent sum in accordance with the proposals which it has given the UGC. The sanction for not following the outlines offered to the Committee is simply that the UGC can decide to lower the amount of grant the next time around. To quote from a private letter written by the General Secretary of the Association of University Teachers,

> Although in theory the UGC distributes its recurrent grant on a block basis to Universities and although in theory Universities are free to spend it on whatever they choose (e.g. they could hold banquets every night if they so desired) in practice the UGC gives "guidance" at the beginning of each quinquennium to Universities and during the quinquennium gives advice which in effect almost takes the form of a directive. On occasions one suspects that the advice given is as a result of informal talks between the UGC and the Government itself since the UGC is also looked upon as the confidential advisor to the Government on University affairs.

It it interesting to pause here for a moment and note that the subject of the UGC "directives" has come up again in a quite different context. What one writer describes as being part of a "document of historical importance" and as being evidence of a fortunate trend towards co-ordination of university policy, another approaches warily as having erosive effects upon institutional autonomy. Depending on the issue at hand, i.e., national planning for a system of higher education or institutional autonomy, the UGC "directives" acquire different attributes.

To return to a critical evaluation of the much-vaunted block grants principle, one should remember that in 1967 the Public Accounts Committee and the Comptroller and Auditor-General finally succeeded in gaining access to the books of both the universities and the UGC. As this development was such a dramatic departure from the procedure and practice traditionally employed in relation to the Committee since its inception in 1919, one may wonder why this occurred. Or to pose the question as it was posed by Professor Max Beloff, a strong proponent of private education, shortly after the PAC's victory but before the UGC was transferred to the Department of Education and

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9 Eric Ashby, "Government, the UGC and the Universities." **Minerva**. Vol. 6, No. 2; Winter 1968. 249.

10 **Ibid**.

Science, since universities are subject to so many controls by the UGC and so limited in what they can spend by the restrictions to which it and Treasury policy already submit them, since no one suspects corruption or serious mismanagement, and since competition within universities for scarce resources makes it certain that severe internal checks on extravagances already exist why add another tier to a top-heavy system?[11]

The answer according to some critics is that the Government wants an audit of university accounts because it wants to make a judgement of value received for money spent. It wants an efficiency audit. Further, the argument goes, in the academic world financial management cannot be divorced from policy. How are Government auditors to arrive at any meaningful conclusions regarding the propriety of university spending practices? What criteria are they to use upon which to judge efficiency, and how can these criteria be anything but disguised policy judgements? Thus, "...unless the Auditor-General's probing is conducted with remarkable restraint and good sense, the worst fears of the heads of the United Kingdom universities are likely to be realized, despite the University Grants Committee."[12]

Hence the reasonable observer might conclude that the much-celebrated fiscal autonomy of the British universities is not what it seems. How much freedom really exists between the "directives" issued by the UGC and the probings of the Public Accounts Committee and the Auditor-General?

The second type of grant dispensed by the UGC is called the non-recurrent grant and is designed to provide for four specific purposes, i.e., new buildings, purchase of site and properties, payment of related professional fees, and the furnishing of buildings. Upon the recommendation of the UGC the Government fixes the total value of grant-aided building work to be undertaken for a given fiscal year, and, as is the case with recurrent grants, the actual distribution of the funds among the various institutions is decided upon by the Committee.

However, the UGC does not exhaust its function once it has made the decision as to the proper allocation among the universities; the Committee also sets down certain norms which must be observed concerning capital expenditure on buildings and equipment. The result of the application of these norms is to effectively constrain the universities in the utilization of the funds which they receive from *private* sources. If the UGC approves a grant to construct a building of a certain quality, then private funds may not be employed to achieve a building of superior quality. As expressed by William Mansfield Cooper,

> Standards may not be raised, or the formula in any way circumvented, by the use of supplementary private monies in erecting a building financed in part by government monies. The extent of the concession that has been granted is set out in these terms: "The Committee would normally have no objection to a university using its own funds to provide a particular identifiable feature in a grant-aided building additional to what the expenditure limit is designed to cover, e.g., special panelling for a dining hall, though they would wish to be consulted about any such proposal. But given the existing pressure on resources and their responsibility for the economical use of public funds they could not agree to a university supplementing a grant from its own funds in order to be able to build to higher standards than the expenditure limit allows."[13]

And he concludes, "This is governmental interference, and no one should be deceived by the fact that the channel is the U.G.C."[14] Aside from eliciting charges of governmental interference, the obvious criticism evoked by the UGC policy on building grants is that such a policy, if enforced to the letter, inhibits variety and experimentation in higher education. One author suggests that to have a rule which effectively prevents the mixing of private and public monies (although, of course, the rule is not so stated) hinders the creation of universities which are truly cultural centers in that they reflect the coming together of the different elements of the social fabric.[15]

If the critics of this policy place the emphasis on the need for variety and experimentation among the universities and lament the uniformity imposed from above, then their opponents and defenders of the UGC maintain that such uniformity is essential, and a key to continuing university autonomy. The Committee is in the unenviable position of having to account for the proper expenditure of huge amounts of money out of the public purse. In order to protect itself from the severe pressures coming from the Government which are inherent in the magnitude of such expenditures, the Committee is compelled to demonstrate that it does exert some control over the capital sums expended. "Some control of expenditure . . . financed from public funds is essential; if the UGC did not exert it, parliament would. It is one of the defences of university autonomy."[16] Further, having conceded that

11 Max Beloff, "British Universities and the Public Purse." **Minerva**. Vol. 5, No. 4; Summer 1967. 520.

12 J. A. Corry, **Universities and Governments**. W. J. Gage, Ltd.; Toronto, 1969. 50.

13 Cooper, **op. cit.**, 8.

14 **Ibid.**

15 Beloff, **op. cit.**

16 Ashby, **op. cit.**, 251.

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a certain degree of control is required, it is maintained that one function of the UGC is to establish a sort of lowest-common-denominator for higher education. "What the UGC does is to guarantee to all universities a minimum — and on international standards it is a very high minimum — level of material support for their educational activities. But . . . this does not mean that the UGC imposes a policy of financial uniformity on universities."[17] Having guaranteed that the material opportunities for achieving distinction do not vary from institution to institution, the UGC is willing to accept the fact that student costs, and hence financing, may vary from university to university. Outlets for diversity and experimentation in the educational process can be sought in other areas than that of capital expansion. Moreover, it should be remembered that excellence of performance by certain institutions can always be rewarded in the form of grants from research councils, these councils being bodies very different in function from the UGC and whose very purpose is to support excellence as opposed to the Committee's role of ensuring minimum standards. Thus to impose a uniform set of standards with regards to building does not necessarily result in uniformity across the board in higher education.

The third type of grant administered by the UGC is concerned with the purchase of equipment for teaching and research. As described in a Committee publication, ". . . each university is provided with an annual sum of money fixed for a period of years in advance and related in the main to the number of students in the university. Universities are free to accumulate the money in an equipment fund and to deploy it as they think best, both on the replacement of equipment in existing buildings and on the initial provision for new buildings."

Another controversial area concerns the salaries earned by members of the academic community. At present salaries are determined according to the provisions of the National Salaries Negotiation Machinery. Under this procedure the University Authorities and the Association of University Teachers meet in committee in order to arrive at a common proposal on salaries. Once the AUT and the University Authorities have reconciled their differences and have reached a common position, then that position is presented to the Government in a second committee meeting. Representatives of the UGC are present at both stages of the negotiation. Their role is to try to facilitate the discussion and, during the latter stage, to act as confidential advisor to the Government.

If the Government has become directly involved in the establishment of a national salary scale since the introduction of the Salaries Negotiation Machinery, it seems that the UGC still plays an influential role in offering its advice to the Government. The following extract of a letter to the General Board of the University of Cambridge from the UGC attest to the influence wielded by the Committee:

> Both the Committee and, as they believe, the Treasury are anxious to maintain the principle of academic autonomy to the fullest possible extent, and it is with that object in view that the present system of administering the general recurrent grants has been devised. But that system can only be maintained on the footing that the recipients of the grants can be relied upon to respect the express views of the government on a matter which passes beyond the bounds of purely academic concern. There is no doubt in the minds of the Committee that the fixing of standards of academic remuneration must be regarded as such a matter. Academic salaries react upon salaries in other fields for which the Treasury has a direct or indirect responsibility, and the level of remuneration indicated in this Committee's letter of 28th June represented, in the Treasury's view the right balance between professorial salaries and other comparable remunerations met from public funds. There can, in the judgement of the Committee, be no justification for the utilization by a University of the largely increased Exchequer grants for the purpose of raising salaries beyond the level which the Treasury are prepared to subsidize.[18]

Aside from approving a salary scale upon the recommendation of the UGC, the Government also exercises authority with regard to the number of positions in the universities which may be filled with senior rank professors. The Government has expressly stipulated that the universities cannot employ their recurrent grant funds to increase the ratio of posts above the rank of lecturer to beyond 40% of the total teaching staff.

Thus with regards to professorial ranking and salaries the Government has bypassed the UGC as the appropriate means for regulation and has decided upon direct involvement. Exercising no executive powers in these matters, the Committee performs only an advisory function.

Conclusion

Due to the UGC's non-statutory nature, it is difficult to formulate a precise critique of that body. Instead of being able to pinpoint deficiencies in the authorizing instrument or discuss deficiencies in the performance of specific functions, one is faced with an institution that has become increasingly influential in the sphere of higher education but whose operation is determined by convention and tacit agreement. Further, the fact that the Committee's advice to Government is confidenial eliminates any detailed criticism of what is, in effect, one-half of the Committee's function. Nevertheless, if the Committee's operation cannot be subjected to minute investigation, then there is certainly no difficulty encountered in surveying the various reactions to that somewhat mysterious body.

It is no difficult task to find authors who are willing to acclaim the success of the UGC as a mechanism for properly accommodating the opposing interests of the universities and Government. For example, Robert Berdahl, writing in 1959, states that ". . . the University Grants Committee appears to have been the best possible means of reconciling the conflicting claims of national needs and university autonomy. That the UGC could not itself have treated the universities more liberally than it has is indicated by the heavy pressure brought to bear by the Public Accounts Committee for closer governmental supervision of university expenditure."[19] However, as we have seen, M. Berdahl's remarks were rather premature as the Public Accounts Committee and the Comptroller and Auditor-General have recently achieved access to the accounts of both the UGC and the universities. While this development is not to be interpreted as meaning that the Committee has become subject to exclusive Governmental control, it does indicate that the UGC was not sufficiently

17 **Ibid.**, 252.

18 Cooper, **op. cit.** 9.

19 Robert Berdahl. **British Universities and the State.** University of California Press; Berkley and Los Angeles, 1959. 189.

strong to repel the incursions of the Public Accounts Committee. On account of the rapidly rising level of public expenditure on higher education, the UGC encountered severe pressure from Government sources and the result was that a new balance had to be struck. As the UGC is a body based upon convention and not upon statute, perhaps it is ill-equipped to withstand a Government offensive. One could argue that it is all too probable that in future new equilibriums will be established whenever pressures become too much for existing arrangements.

If there is a large body of opinion which is in agreement with Professor Berdahl when he considers the UGC as having been the best possible instrument for protecting the interests of the universities, another school of thought speaks in such terms as "... the dead hand of uniformity that the UGC and the Department of Education and Science are busy imposing upon the British universities at large."[20] While most criticism seems to be directed at this 'uniformity' and the possibility of being devoured by an insensitive bureaucracy, some critics are concerned with the present instability of the Committee and the growing lack of confidence in its performance. The recent drastic reductions in university grants by the British government indicates a period of crisis both for the universities and the UGC.[21]

> It looks as if the present compromise were a temporary makeshift, which is unlikely to last because it satisfies neither the Ministry's desire for power nor the universities' desire to have as much say as possible on their own affairs. Sooner or later, and probably sooner than later, the Ministry will conduct mopping-up operations and the UGC will disappear. Nor is it likely or even possible that the old situation will be restored.[22]

And again,

> ... the UGC as at present constituted, with or without the modest reforms now in train, is unlikely to retain 'reciprocal confidence between the bodies concerned'. University opinion has been shifting greatly under the pressure of economic stringency imposed by the Government as well as pressures from both staff and students towards a demand for open and direct relations with the central administration. The UGC, fairly or unfairly, is now commonly seen to wear the outmoded imperial clothing of an Edwardian club, conducting its business in diplomatic secrecy and perpetuating itself by co-optation of carefully selected and safe 'establishment' members.[23]

Still, the author of this last criticism is willing to concede that the buffer type of organization could be retained if several fundamental reforms were carried out. Firstly, the Committee should be composed of full-time members. To have a body as crucial and as influential as the University Grants Committee composed of part-time members is simply inadequate. A second proposal for reform is concerned with the extension of the Committee's Secretariat. This recommendation too is in keeping with the expended responsibilities and influence wielded by the Committee and a recognition that its present structure is not commensurate with its responsibilities.

Another development which is widely regarded as essential if the UGC is to continue to enjoy the "reciprocal confidence" of the bodies concerned is that provisions must be made to ensure a better and continuing contact with the universities. Although the expansion of the functions properly performed by the Committee of Vice-Chancellors and Principals has accomplished in some measure a better representation of university interests at the UGC, it is felt that there is insufficient dialogue with the individual universities. "The present quinquennial visits are widely seen as bordering on the farcical and the proposed extension of them is unlikely to be an adequate antidote to these growing sentiments."[24] Under the present system where consultation with the individual institutions is at a minimum and where the UGC tenders its advice to the Government confidentially, there is perhaps not much reason for the universities to exhibit great enthusiasm concerning the quality of their representations to the Government.

Leaving these fairly substantial criticisms of the UGC aside for a moment, it is perhaps wise to return to a consideration of the broader policy aspects of the discussion. It is clear that the Government cannot afford to ignore the universities, both on account of the size of the public expenditure involved and because of the crucial role played by the university in society. However, if the traditional definition of university autonomy will have to be modified, the new definition of the autonomy of a system of universities should be formulated primarily by academics. If individual institutional development and spending practices must be subjected to an increasing number of constraints, these constraints should be determined by a body which is sensitive to the particular needs of higher education. Regardless of its numerous deficiencies, herein lies the great appeal of the UGC. The transition from a situation where each institution was able to develop according to its own definition of priorities to the situation where all universities must develop as part of a co-ordinated system must be supervised by persons who are knowledgeable in university affairs. To protest against co-ordination and rationalization imposed from above *per se* seems to be a futile and senseless endeavour; to guarantee that such is done intelligently and with proper consideration of academic interests appears to be the only reasonable approach to the problem.

That a committee composed mainly of academics can gain the confidence of the university community cannot seriously be questioned. Provided that the appropriate steps are taken to promote such confidence, e.g., the elimination of the confidential nature of the advice tendered to Government, an increase in the amount of consultation with the individual institutions, and the establishment of a procedure for the nomination of committee members, the UGC framework appears to be the scheme most favorable to the protection of university interests. That such a body can also gain the confidence and support of those in Government may perhaps be a more tenuous proposition, but is nonetheless capable of realization. In order to achieve this position of trust the UGC will have to demonstrate that it is willing to undertake increased responsibility for national planning and to establish criteria for measuring the efficiency of university operations. To this end directives will no doubt

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20 Beloff, **op. cit.** 524.

21 **Times Higher Educational Supplement.**

22 Maurice Bowra, "UGC or Ministry," **Universities Quarterly.** Vol. 23, No. 2; Spring 1969. 153.

23 **Halsey, op. cit.,** 145.

24 **Ibid.,** 146.

have to be issued, but better to have directives stemming from academics who are aware of the university environment than to have directives coming from uninformed and unresponsive Government bureaucrats. Thus it appears that a thoroughly reformed UGC would still be an appropriate body for reconciling the divergent interests of the universities and the Government.

In conclusion, assuming that a viable organization can be created for the performance of this difficult task, it remains to consider the all important factor of public opinion. "The treatment accorded to universities by governments over the long run will be powerfully influenced, if not completely dominated, by public opinion. Universities can explain their situation to ministers and civil servants and get understanding and sympathy, but this will not avail in the long-run against a deeply-rooted, adverse public opinion, for in the long-run, opinion is King."[25] Whatever the nature of the body designed to accommodate the conflicting claims of Government and the universities, it is essential that the institutions of higher learning find a medium for expressing their needs to the public at large. The expenditure of enormous amounts of public money is, after all, a political matter; no intermediary body of any description can defuse the political element inherent in such a situation, and for the universities to ignore the politics involved is to court disaster.

25 Corry, **op. cit.**, 22.

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APPENDIX I

ASSOCIATION OF UNIVERSITY TEACHERS SALARIES OF NON-CLERICAL UNIVERSITY ACADEMIC STAFF[1] NEGOTIATING MACHINERY

There will be two separate committees consisting of:

A. the University Authorities and the AUT[2]

B. the University Authorities and the AUT[2] on the one hand and the government on the other.

The arrangements will in the first place be experimental.

COMMITTEE A — UNIVERSITY AUTHORITIES AND THE AUT

(i) The Committee will consider the staff recruitment position in universities and data relating to salaries, promotion prospects and other relevant factors including those of comparable outside employment.

(ii) Both the University Authorities and the AUT will be entitled to present proposals on salary and staff structure revisions.

(iii) There will be an independent Chairman appointed by agreement by the two parties who will seek to secure a reconciliation of any divergent proposals. If reconciliation proves impracticable he will have the authority to ensure by his personal formulation of a proposal which will be binding on both parties that only a single proposal goes forward from Committee A to Committee B. It is basic to the concept that the Government will receive only one proposal.

(iv) In addition to the Chairman there will be not more than five representatives from either party.

(v) The UGC will be represented at the meetings, its interest being to try to help the discussion and to be clear as to the facts and arguments when it comes to the UGC giving its confidential advice to the Government. It will be open to the UGC to reconsider its position in the light of experience.

(vi) For the purposes of discussion in this Committee there may need to be data collecting machinery to be agreed between the parties. Any argument will not prejudice the right of any of the parties to collect independently such data as they think relevent.

(vii) The secretariat will be provided by the University Authorities and the AUT.

COMMITTEE B — THE GOVERNMENT, UNIVERSITY AUTHORITIES AND THE AUT

(i) The discussion with the Government will be limited to the matters relevant to the proposal under consideration.

(ii) Committee B will consist of:

(a) a Chairman appointed by the Secretary of State for Education and Science;

(b) the independent Chairman of Committee A, together with three representatives of the University Authorities and three of the AUT; and

(c) Government representatives.

Representatives of the UGC will be present as confidential advisers to the Government. The AUT and University Authorities may bring technical advisers as necessaiy. The Secretariat will be provided by DES.

(iii) Committee B may be adjourned as necessary to permit Committee A to be reconvened.

(iv) In the event of a failure to reach agreement on proposals from Committee A, the salary aspects of the matter may, if the two sides so agree (such agreement not to be unreasonably withheld), be referred to arbitration, in accordance with the procedure set out in the Annex.

(v) If the University Authorities and the AUT do not agree upon whether to go to arbitration, the question will be

1 This definition includes library and administrative staff on salaries fixed in relation to those of the academic grades.

2 The question of representation of any other organisation in the future will depend on its ability to demonstrate representative status to the satisfaction of the University Authorities in respect of Committee A and the Secretary of State for Education and Science in respect of Committee B. In either case the views of the other parties will be taken into account.

Cont'd on p. 28

A Question of Merit

CHRISTOPHER KNAPPER

"The proper role of a university is the pursuit of excellence, and that being so, then excellent performance must be excellently rewarded." Academic Vice-President, 1973.

"'Merit' as judged by chairmen and the deans is often an amalgam of entrepreneurship geared towards increasing one's market value through continental active job searching and public relations, cordiality in relations with colleagues and students, competence and hard work. Not all these qualities contribute obviously to the input of the university — some may even have negative effects." Faculty Association President, 1973.

Salaries, Equity and Merit

Every faculty association has as one of its primary concerns the negotiation of equitable salaries for its members. The idea of "equity," however, embodies a number of different concepts when used in the context of academic salaries. For example, it can refer to parity between university salaries and those in other, related professions; it can imply identical salary scales for each of the many different parts of the university; or it can entail equal salaries for individuals within a given faculty or department.

The first type of equity mentioned above — that of parity between university teachers and similarly qualified professionals in other fields — has been a long-standing concern of CAUT, and the struggle seems likely to continue for some time. The two other varieties of equity are equalitatively similar, and produce overlapping problems. Difficulties associated with differential salary scales for different parts of the university frequently stem from the fact that a university teacher of medicine or engineering can obtain a much higher salary by selling his services to government or in the private sector, whereas the professor of Greek or Philosophy may, sad to say, be literally unemployable outside an institution of higher learning. The question of the "market value" of different breeds of university teacher will be touched upon later in this article. However the main focus here is on the third type of equity, between individuals within a particular department or academic unit.

It goes without saying that there is a great deal of inequality among the salaries paid to individual faculty members in any given Canadian university — using

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Une question de mérite

Grâce à une enquête-questionnaire menée auprès de 50 présidents d'associations de professeurs, le professeur Knapper a pu constater que la presque totalité des universités ont un régime d'augmentations fondées sur le mérite, et que la plupart des universités ont des critères pour la détermination du mérite. Il a eu de la difficulté, toutefois, à découvrir comment les universités s'y prennent pour recueillir des preuves d'excellence, en dépit du fait que la plupart d'entre elles accordent beaucoup d'importance à ce critère.

L'enquête a révélé que les universités sont très favorables à l'adoption de mesures quelconques pour récompenser les professeurs dont le rendement dépasse lesnormes ordinaires. Elle a, cependant, ouvert des perspectives terrifiantes sur les nombreux problèmes que pose l'application des régimes actuels de rémunération fondée sur le mérite.

the term "equality" in a fairly literal sense. This much is evidenced by the very notion of academic ranks, with different scales of remuneration for Professors, Associate Professors, Assistant Professors, Lecturers, and so on. An extreme point of view regards the existance of different ranks and scales as unjust, believing rather that all faculty should be paid the same salary, regardless of age, need, qualifications, out-put or experience. (Adherents of this view sometimes maintain that all faculty are indeed equal, apparently in the same sense that all men are brothers; another version of this view admits that individual differences exist, but that these are not so great as to warrant different salary levels and risk the inevitable hierarchy and competition that this entails.) A more common approach stresses the fact that even (or especially) academics have different personalities, and they make different contributions to the university at different academic levels. Such differences should be taken account of by increasing salary levels as one progresses through the ranks, thus reflecting higher rewards for greater age and experience (and, possibly, for greater responsibilities and need).

The discrepancies between salaries in different parts of the university have already been touched upon above; and there are also of course considerable differences between the salary scales paid at different institutions, reflecting greater prestige, a higher reputation or, perhaps, the geographical isolation of a particular university. But, ignoring for the moment differences between salary *scales*, it remains true that very often two faculty members in the same department, of the same age and rank, and even with apparently similar qualifications, may receive quite different salaries — nor is this merely an unfortunate by-product of administrative inefficiency. On the contrary, in many cases complex administrative procedures have been devised to ensure just such discrepancies. These comprise the so called "merit system."

The idea of financially rewarding merit, or "above average" performance, is well-known in industrial settings and has had a long and controversial history in the teaching profession. However there has been little systematic effort to ascertain the prevalence of such practices in Canadian universities. It was no doubt for this reason that at its November, 1972, meeting the CAUT Council instructed the Professional Orientation Committee (now the Teaching Effectiveness Sub-committee) to "inform locals as soon as possible about current practices on merit or special remuneration, giving particular attention to underlying philosophies and the mechanics of implementation, and to prepare a statement of policy on this matter." To this end, I carried out a survey of Canadian universities to find out which of them had merit pay schemes and what was the underlying rationale and method of operation. In addition, I tried to discover what problems, if any, had occurred in connection with merit pay schemes. This article represents my own interpretation of the replies of the survey: it is not intended to be either a policy statement or a comprehensive statistical analysis of merit practices throughout the country, and indeed the data collected would probably not lend themselves to such an analysis. At a later time it may be possible to give more precise details of procedures university-by-university, but the present analysis represents only my personal interpretation of the information received, and any implications for future CAUT policy in this area reflect merely the prejudices of the author, and certainly not the official view of either CAUT or the Teaching Effectiveness Sub-Committee.*

A Survey of Canadian Universities

CAUT currently represents fifty member institutions in the field of Canadian higher education. The president of the faculty association at each institution was contacted by letter in February 1973 and asked if his university had a system of "merit increases," "special increases," "special remuneration," or something similar under a different name; he was further asked for details of the mechanics of implementation of the sceme if one existed, details of the underlying philosophy if one is apparent, and any other views and comments concerning the efficacy of merit pay schemes, as well as problems and snags which may have been encountered.

At the end of March I re-circulated all local associations, asking those who had not already replied to do so as quickly as possible. And, in order to get as complete a picture as possible, on April 12th I circulated a similar request to the Academic Vice-President or his equivalent at each of CAUT's member institutions. By September I had received responses from 37 universities in all: 29 Academic Vice-Presidents replied, and 20 faculty associations (thus for a large number of institutions replies are available from both the administration and representatives of the faculty — in most cases the information tallied, but with a few interesting exceptions). Replies were received from nearly all the large universities, but the survey is deficient in responses from smaller institutions, especially in French-speaking Canada.*

My request for information was couched in fairly informal terms, and was not in the form of a rigid questionnaire. The reason for this was that I wanted to establish some baseline data in an area where none had previously existed, and I also wanted to encourage informants to be as spontaneous and far-ranging as possible in their replies. The difficulty with a procedure like this is that not all respondants speak to the same points, and having examined the information collected, the next logical step would be to prepare a more

* The sub-committee is however continuing its Investigation in the area of merit pay. It is currently preparing a detailed bibliography on the subject, and hopes to make certain policy recommendations in due course.

* For the sake of simplicity, throughout the rest of the article I have talked about "Canadian universities," when I should really say "those Canadian universities which respond to the survey." However I have reason to believe that the results are a fairly accurate representation of practice across the country.

systematic questionnaire covering all the areas brought out by individual informants. This may in fact be done at a later time with the aim of preparing a comprehensive chart showing procedures and problems at each Canadian university. For the moment however it is important to bear in mind that the numbers of institutions listed below as following a particular procedure may not be totally accurate — other institutions may adhere to a similar procedure and simply not have mentioned it in their letters to me. This will be so in spite of the fact that my files on the question of merit increases extend to several hundred pieces of documentation — I often followed up particular points by asking supplementary questions, and I was frequently sent weighty packets of equally weighty reports, faculty handbooks and the like, by both faculty association secretaries and university presidents (especially university presidents).

Types of Merit System

Virtually all universities in Canada have some system of merit increases, though the system may be disguised or called by another name. In the four institutions where no such system existed (Lakehead, Manitoba, St. Mary's, and St. Thomas) there was a healthy suspicion, at least on the part of the faculty association informants, that some clandestine system might operate. In the case of three further universities it was impossible to be certain whether or not a system of merit pay was in existence. This state of affairs is a little hard to believe, but it is exemplified by one institution whose Academic Vice-President answered my puzzled second letter of enquiry by saying that his university possessed a system of merit pay but "no formally defined lines of action" for implementing it; the guidelines which accompanied his letter in fact made no reference whatsoever to merit pay as such. For the remaining universities surveyed, it seems that the idea of financial bonuses for extra special performance is firmly entrenched, whether these bonuses are known as "merit increments," "personal increases," or even "selective salary adjustment indices."

There seem to be two basic methods of implementation for merit awards, and these I have labelled the "three component system" and the "two component system." The former is much the more common (22 institutions) and here increases in the faculty member's salary are seen as falling into one of three categories: (a) adjustment in the scales themselves, usually justified by rises in the cost of living (both the floor and ceiling of the scale increase and an individual faculty member automatically receives an increase in his personal salary equivalent to the amount the scale has moved), (b) increments by which a faculty member progresses normally through the ranks, and (c) special and supplementary increments for meritorious academic performance.

The two component system omits the idea of "regular increments," but is otherwise the same. Here any increase other than those due to an adjustment of the scales themselves are conceptualized as being a reward for meritorious performance during the preceding year; thus all progression through the ranks is regarded as discretionary. Such a scheme has obvious public relations value, and the cynical may think that the two component and three component systems differ more in nomenclature than anything else. Indeed responses to my supplementary inquiries revealed that it was extremely unusual for a faculty member in a "two component" institution to receive no discretionary increase at all. rather, the most common practice was to have an "average" discretionary increment for those of "average merit." The average was in this case a mode, with only small percentages receiving much more or much less than the modal figure. In fact even those universities which operate the "three component" system have ways of penalizing those faculty members who are seen as being not up to muster; a common ploy is to withhold part of or all the regular increment. My own view is that the regular increment would be better recognized for what it is — an increment which can be expected by all faculty who are performing at a satisfactory level. Several respondents expressed the opinion that faculty salaries should be relatively larger each year, simply because the person involved is becoming more experienced, more mature, and more wise. And the University of Western Ontario, unable to agree on a system of procedures for merit increments in the current year, neatly side-stepped the issue by deciding that all faculty were equally meritorious and hence deserved an equal slice of the merit fund pie.

Some informants had firm opinions about the relative importance of the various components, and opinion was equally divided among administrators and faculty association representatives. Some faculty associations vehemently oppose merit increases for a variety of reasons (some of which will be apparent later), or believe that, in tight financial circumstances, merit pay should be the first component to be sacrificed; on the other hand the president of one large Ontario university wrote that "We are doing our best to keep the merit component as large as possible," and this view would appear to be shared by some faculty as well as administrative colleagues. A number of institutions spoke of other types of financial rewards, such as one-shot bonuses, temporary stipends (usually for extra administrative responsibility), "market increments" (to "compete against a concrete offer of employment by another employer" — Alberta), and "equity" increments, used to correct a salary level which it was judged had originally been set unfairly or incorrectly. Only the topic of bonuses properly concerns the topic of this article, and only one institution (Loyola) appeared to make regular use of this idea. However at least one other university favours the idea of prizes for outstanding performance — not necessarily of any monetary value, but fashioned and gilded to suit the individual ego!

The Mechanics of Implementation

In a good many cases the total amount of funds which is allocated to discretionary increases is negotiated by the faculty association and administration at the same time as negotiations take place for increases in the scales themselves. In other institutions the administration controls both the size and the disposition of merit funds. Acceptance of the concept of merit to be financially rewarded implies that there is some way of assessing merit, in relative if not absolute terms. Judging by the correspondence I received I am not the only one who has yet to be convinced of this point; nonetheless procedures for assessment exist in (practically) all the universities who have a system of merit increments.

Except in the case of a few very small institutions, where merit is assessed directly by the Dean, Vice-President, or even President, the procedure for assessing merit invariably involves the department chairman

as the most important source of advice. In 16 institutions the department head makes an assessment of each individual member of his faculty, and submits this to a superior administrative officer, such as a Dean or Academic Vice-President. Eleven other institutions make use of a departmental committee — often set up to consider questions of promotion and tenure as well as merit increases; in some cases the committee submits its opinions to the Dean or Vice-President directly, but it is more usual to allow the chairman his own personal view on the faculty member under consideration. Although some institutions have tried mandatory consideration of every faculty member every year (for example the University of Saskatchewan), the most common practice is to put the onus on the faculty member himself, usually by asking him to fill in an annual "information form" listing his activities in teaching, research, committee work and so on for the previous twelve months. This form usually provides the basic data which will be processed by the department chairman, the departmental committee if there is one, the Dean, the Vice-President, and possibly even the Board itself; however, supplementary information may also be requested or required, such as copies of publications, written opinions on teaching ability, etc.

There seems to be an increasing tendency to make use of a university-wide or faculty-wide committee at the stage immediately before the President makes his final recommendation to the Board: 15 institutions made reference to such a "general promotions committee". However the composition of the committee varies considerably from one institution to another. In some cases, democratically elected faculty members hold the majority of seats (e.g. Saskatchewan-Regina), in other cases there is provision for students to sit and vote (e.g. Loyola), while in at least one institution (Winnipeg) the committee comprises heads of department. Nearly always there is a number of ex-officio members on the general promotions committee, and the body is frequently chaired by a Dean or Academic Vice-President. It is also quite common for a representative of the faculty association to sit with the committee, sometimes as a voting member, sometimes as a non-participating observer.

There are different practices with regard to the final disposition of decisions from this sort of committee. Some institutions (e.g. Saskatchewan-Saskatoon) have accepted that the decisions are at least morally, if not legally binding on the Principal; other institutions (paradoxically Saskatchewan-Regina) allow the Principal to overule a decision if he regards it as unwise. A distinction must be made between a university-wide committee which considers individual cases and a committee which recommends upon procedures for assessing merit. Several institutions have this last type of body, either at the faculty level or for the university as a whole; in the case of some universities the same committee fulfills both functions. Appeals are sometimes allowed (eight correspondents specifically mentioned this) either to an independent tribunal or, rather frustratingly, back to the same general promotions committee that made the recommendation originally! Presumably a faculty member always has the right of appeal to the President himself however.

The Criteria for Merit

Though some institutions seem to manage well enough without them, most employ sets of criteria in terms of which merit is assessed. Twenty-five institutions listed teaching, scholarly or creative work, administrative and committee work as the three basic areas in which "excellence" was looked for. Most of these institutions also included a fourth criterion of service to the community. There are differences among universities in the relative importance attached to each factor and two institutions (Alberta and Toronto) specifically mentioned that the criteria employed would be expected to vary from one faculty to another. Just what was expected for superior performance *within* any particular category of judgment again differed occasionally (e.g. one university was interested primarily in experimentation and innovation when judging a faculty member's teaching competence), but on the whole there was a remarkable measure of agreement about what constituted the role of a university teacher — so much so that the statements on the matter appeared to look like clichés. Two less frequently cited criteria were "professional ethics" (presumably meaning that a faculty member should behave respectably), and "colleagueship," though here it was specifically mentioned by the university respondent involved that this factor should only be important insofar as it affected the other more commonly cited criteria.

While it was relatively easy to find agreement on the question of important aspects of faculty performance to be considered for financial reward, it was considerably more difficult to elicit information concerning the way evidence was obtained for the existence of excellence in any of these categories. In the area of scholarship, the titles of published articles (or the articles themselves), details of research grants, etc., were generally listed, and it is not difficult to see how with the best will in the world, the "publish or perish" philosophy is alive and well and sitting on merit and promotion committees. In the case of administrative work, community service, and — especially — teaching competence, respondents were at much more of a loss to justify how their institution arrived at their evaluative judgments. Several mentioned student course guides ("but without too much weight" was a frequent aside), while Carleton University made attempts to assess the subsequent achievements of a faculty member's graduate students. McMaster University made use of classroom visits by colleagues, and Loyola also used the judgment of other faculty derived from seminars and colloquia. Both the University of Alberta and Carleton University occasionally

Cont'd. on p. 17

THE UNIVERSITY OF CALGARY

Faculty of Arts and Science

The Department of English anticipates vacancies for the 1974/75 academic year as listed below:

1. Assistant professorship for someone experienced in composition and in history of the language. Candidates should have completed a doctorate and have had some teaching experience. Appointment to commence July 1, 1974. Salary scale: $13,200 - $17,250.
2. A sessional instructor whose main duties will be concerned with composition courses. Candidates should have completed a doctorate and have had some teaching experience. Salary scale: $7,500 - $9,000.

Applications, complete with curriculum vitae and list of referees, should be submitted before March 15, 1974, to:

Dr. A. G. Petti,
Head, Department of English,
The University of Calgary
Calgary, Alberta, Canada.
T2N 1N4

THE UNIVERSITY OF CALGARY

C.A.U.T.
A.C.P.U.
newsletter

March/mars 1974

Collective Bargaining in Canadian Universities and Colleges

by Jean-Denis Gagnon

Over one hundred professors from the various Canadian provinces met at Banff from November 17 to 20, 1973, in a symposium on "Collective Bargaining in the Universities and Colleges of Canada."

In this brief account of the symposium, it would be impossible to deal with all the issues covered by the panel of speakers and submitted to the participants for discussion. We shall therefore select those subjects which appeared to be of greatest interest to the participants or which usually raise special problems in relation to the unionization of university and college professors in Canada.

Throughout the four days of the symposium, collective bargaining was a central issue. Different views were expressed on the nature of the agreements which should be concluded between professors' associations and the universities or colleges. Some participants expressed reluctance at adopting the labour relations system that is generally applied in Canada and argued that under such a system, the interests of the parties would appear to be necessarily distinct, often divergent and in some cases contradictory. They felt that before seeking certification to negotiate real collective bargaining agreements with universities or colleges, associations should perhaps attempt to reach less formal agreements (gentlemen's agreements) involving only moral obligations. Such agreements, it was argued, would have the advantage of fostering smoother relations between the parties, since they can be developed without the need to go through a prior procedure (such as the certification procedure) aimed at erecting an airtight barrier between the administration and the teaching staff.

Not all participants in the symposium supported this point of view. A great many of them rejected the type of agreement suggested, and expressed the fear that in the absence of such arbitration procedures as are provided under the labour relations legislation for the application of collective bargaining agreements, it would be difficult to enforce private or gentlemen's agreements in cases where administrations neglected to meet their contractual obligations.

Many comments were made as to the content of collective bargaining agreements between the administrations of colleges and universities and the associations representing their professors. In negotiating a collective agreement, should one deal only with a limited number of subjects, such as salaries and other economic benefits, leave privileges and sabbaticals and duties to be performed, or should one include clauses on tenure, promotion and employment security, as is done by wage earners in many other sectors? On this point, some participants who argued for a restriction of the number of subjects covered by collective bargaining agreements apparently feared that if administrators were subjected to overly strict regulations in such matters as tenure and employment security, this would jeopardize academic excellence. In their view, only in extremely serious cases would university and college administrators dare to terminate a professor's employment contract, and generally they would feel obliged to confirm the employment of all professors, including those who might have shown little talent for the academic profession.

This fear, of course, is not justified. One need only look briefly at the history of the labour movement in those businesses where unions have been established for many years to find that a collective agreement, even when it provides some employment security for the wage earners, does not have the effect of fostering mediocrity or of preventing management from introducing methods, regulations or standards aimed at the continuous improvement of efficiency in the various departments under its control.

The symposium also directed its attention to certain legal problems. Among the subjects discussed were the formation of bargaining units in universities and colleges, grievance procedures, arbitration, and special difficulties which may arise, in negotiating a collective agreement, as a result of the more or less complete financial dependence of educational institutions in relation to the provincial governments. Referring to recent cases in Quebec, Ontario and Alberta, some participants feared that the provincial governments might ask the legislatures to enact laws that would in effect prevent them from exercising rights which are generally recognized under Canadian labour legislation, such as the right to free bargaining, the right to strike (at least in certain cases), or in the absence of such right, the possibility of submitting disputes arising from collective bargaining to impartial referees.

It can be said in conclusion that the Banff symposium was of great interest. It enabled the participants to familiarize themselves with the principal means available to wage earners, i.e. the formation of certified associations and the use of collective bargaining to improve working conditions. Delegates to the conference certainly came out better equipped to make an enlightened choice as to the type of organization that would best meet their situation and enable them to improve their working conditions.

Professor Gagnon teaches Law at the Université de Montreal and is a member of the CAUT Committee for Collective Bargaining.

La Negociation Collective dans les Universites et Colleges au Canada

par Jean-Denis Gagnon

Du 17 au 20 novembre 1973, à Banff, plus de cent professeurs venus des diverses provinces canadiennes ont participé à un colloque qui portait sur "la négociation collective dans les universités et collèges au Canada".

Les questions abordées par les conférenciers et soumises à la discussion des participants, lors de ces assises, furent trop nombreuses pour que l'on puisse les exposer d'une manière complète, dans ce court compte-rendu. L'on se bornera donc à présenter brièvement parmi ces divers sujets, ceux qui semblent avoir suscité l'intérêt le plus marqué auprès des participants ou qui soulèvent, habituellement des problèmes particuliers concernant la syndicalisation des professeurs des universités et collèges au Canada.

La négociation collective a été au coeur des débats, pendant les quatre jours qu'a duré le colloque. En ce qui concerne la nature des ententes qui devraient être conclues entre les associations de professeurs et les universités ou collèges, des vues différentes furent exposées. Ainsi, certains exprimèrent leur réticence à adopter le régime des relations de travail généralement en vigueur au Canada, régime suivant lequel les parties apparaîtraient, selon eux, comme ayant des intérêts nécessairement distincts, souvent divergeants et parfois même contradictoires. D'après eux, avant d'entreprendre les démarches nécessaires en vue d'obtenir des accréditations habilitant des associations à négocier des conventions collectives au sens véritable avec les universités ou collèges, il serait peut-être opportun de tenter de conclure avec ces derniers, des ententes moins formelles n'établissant entre les parties que les obligations morales (gentlemen's agreements). De tels accords auraient, d'après ceux qui les favorisent, l'avantage de permettre l'établissement de relations harmonieuses entre les parties, puisque leur élaboration ne nécessite pas de procédure préalable, visant (comme la procédure d'accréditation), à établir une cloison étanche entre l'administration et les professeurs ou instituteurs.

La thèse qui vient d'être exposée ne trouva cependant pas que des défenseurs, lors du colloque. Un très grand nombre de participants rejetaient le type d'entente qu'lle préconise, craignant que, privés des mécanismes d'arbitrage prévus dans les lois régissant les relations de travail, pour l'application des conventions collectives, il leur soit difficile de faire exécuter de telles ententes privées (gentlemen's agreements), dans les cas où certaines administrations négligeraient de satisfaire aux obligations qu'elles auraient contractées.

Le contenu des conventions collectives ou ententes devant lier les administrateurs des collèges ou des universités aux associations représentant leurs professeurs suscita de nombreux commentaires. Faut-il, lors de la négociation des conventions collectives, traiter d'un nombre limité de sujets, tels les salaires et autres avantages d'orde pécuniaire, les congés d'études ou autres et le travail à accomplir seulement, ou doit-on, tout comme les salariés de nombreux autres secteurs, inscrire dans les conventions, des clauses traitant de la permanence des promotions et de la sécurité d'emploi? Concernant cette question, certains participants qui préconisaient que les ententes collectives traitent d'un nombre limité de sujets seulement, semblaient craindre que des règles trop strictes qui seraient imposées aux administrateurs en matière de permanence et de sécurité d'emploi n'aient pour effet de compromettre l'excellence académique, dans les universités et collèges. Selon eux, en effet, les administrateurs de ces institutions n'oseraient qu'en des cas d'une extrême gravité mettre fin au contrat d'engagement de professeurs et se sentiraient, par ailleurs, dans les autres cas forcés de confirmer dans leurs emplois l'ensemble des professeurs, sans exclure ceux qui auraient démontré de piètres aptitudes à exercer la profession d'éducateur.

Cette crainte est certe peu fondée. Il suffit, en effet, de jeter un bref regard, sur l'histoire du syndicalisme dans les entreprises où il se pratique depuis de nombreuses années, pour se convaincre que la convention collective, même lorsqu'elle assure une sécurité d'emploi relative aux salariés qu'elle vise à protéger n'a pas pour effet de favoriser la médiocrité ou d'empêcher les administrateurs dont elle régit l'activité d'instaurer des méthodes, règles ou normes, de nature à améliorer constamment le fonctionnement des divers services dont ils ont la responsabilité.

Lors du colloque, les participants se sont aussi intéressés à certains problèmes d'ordre juridique. Ainsi, ils ont discuté de la formation des unités de négociations dans les universités ou collèges, de la procédure de grief, de l'arbitrage et aussi des difficultés particulières qui peuvent se présenter lors de la négociation de conventions collectives, en raison de la dépendance financière plus ou moins complète des maisons d'enseignement, face aux divers gouvernements provinciaux. A ce sujet, se référant à des expériences récentes au Québec, en Ontario et en Alberta, certains participants ont exprimé leur crainte que les gouvernements provinciaux n'incitent les législatures à adopter des lois ayant pour effet de les priver de l'exercice de droits généralement reconnus aux travailleurs en droit canadien, tels le droit à la libre négociation, à la grève (dans certains cas tout au moins) ou en l'absence de ce droit la possibilité de soumettre les différends opposant les parties lors des négociations collectives à des arbitres impartiaux.

En terminant ce bref rapport, on peut conclure que le colloque de Banff fut d'un grand intérêt. Il a permis à ceux qui y ont participé de se familiariser avec les principaux moyens mis à la disposition des salariéss formation d'associations accréditées, négociations collectives, pour améliorer leurs conditions de travail. Les délégués à la conférence ont certes acquis des connaissances qui les ont rendus plus aptes à choisir en toute connaissance de cause, le type d'organisation le mieux adapté à leur situation et pouvant leur permettre d'améliorer leurs conditions de travail.

Prof. Gagnon enseigne le Droit à l'Université de Montréal et il est un membre de Comité sur la négociation collective de l'A.C.P.U.

What is an orgamozatopm?

From Victoria Times
November 8, 1973.

TO SHARE DATA

Ten university presidents from the four Western provinces will meet Nov. 16 for a one-day conference at the University of Victoria to form an information sharing orgamozatopm

Briefly . . .

by Israel Cinman

Faculty challenges appointment

A notice of motion to "undertake to examine the matter of Canadian residency and citizenship and issues relating thereto with respect to the appointment of academic and senior administrators within the university" was given last December to the University of Windsor Board of Governors by the President of the Windsor Faculty Association, Professor Ditta Pillay. The Board defeated this motion on December 18, 1973.

The Faculty Association is concerned with procedures followed in the appointment of Professor John W. McAuliffe as Vice-President Academic. According to Professor Pillay, in the past, specific written and verbal directives were given to restrict the number of appointees with U.S. citizenship, and this factor played a significant role in seeking candidates with a firm commitment to Canada.

In an address delivered to the Board, Professor Pillay emphasized that normally such senior positions as Vice-Presidents and Presidents are advertised a year or even two in advance of the effective date of appointment. This procedure has been followed at the University of Windsor for appointment of department heads and other faculty members. Usually, Professor Pillay said, the departmental council has to spend several months to a year before an acceptable candidate is appointed, Therefore, according to Professor Pillay, it is ironic that the senior academic appointment of a Vice-President was apparently so casually handled.

The Association members find it difficult to understand, given the emphasis placed on the information that 25 to 30 candidates were considered within the campus, how the search committee dispensed with the apparent candidature of 25 to 30 persons with or without their knowledge; without requesting their curricula vitae and without interviews.

It has also been pointed out that the selection committee did not come up with a positive recommendation, and that it was deadlocked.

In view of this information the Senate by-laws and established precedent in similar cases suggest that the entire matter should have been referred back to the Senate for an appropriate solution. Instead, Professor Pillay said, the matter was resolved by a unilateral decision by the committee chairman, without reference to the Senate or without that body being informed.

According to Professor Pillay, the Association disputes the President's claim that the number of candidates considered, the period of time involved or the extent of advertising were sufficient to permit adequate alternatives to be considered or to justify a unilateral decision.

In transmitting the Faculty Association's feeelings to the Board, Professor Pillay said that the Association asserts the the university administration is insensitive to the political climate in the academic community and that forwarding of a controversial recommendation under ill conceived procedures with excessive haste has naturally proven unsatisfactory to the members of the University of Windsor Faculty Association.

Fears of Bureaucracy

Representatives from the CAUT and from the three faculty associations in Manitoba met Universities Minister Ben Hanuschak on February 8th. They told him that they approved in principle the suggestions of the Oliver Commission for a grants commission for Manitoba but feared the creation of too much bureacracy. The plan calls for a two-tier system — a general grants commission with special divisions for universities, colleges and extension work. The representatives told Mr. Hanuschak that they favoured public representation in significant numbers on the general board but not on the specialized divisions where expertise from the universities and colleges were essential.

Professor Donald Savage represented the CAUT and Professors Robert Florida, Kay Kerr and Roy Vogt represented the Manitoba, Brandon and Winnipeg Faculty Associations. They pressed for openness in university governance and in the activities of the grants commission. Professor Savage told the Minister that it was essential that the recommendations of the grants commission to the government be public. The delegation also recommended a substantial role for university senates and a stream-lining of their procedures so that they could carry out their mandates. They recommended that decisions concerning graduate studies at Winnipeg and Brandon should be made by the Grants Commission. They supported the recommendations of the Oliver Report concerning the status of women in the universities and the encouragement of university access for minorities.

They opposed the recommendations of the Commission to create a separate structure to deliver postsecondary education in areas not immediately served by universities. At a press conference after the meeting Professor Savage stated: "We would urge, however, that every effort be made to link universities and colleges directly with such local bodies so that no intermediary body of educational consultants would blunt the interaction between those groups." He suggested that such communities should be financed directly so that they could determine their own needs.

The delegation expressed pleasure at the willingness of the government to consult. The delegation arranged with the Minister for more detailed input concerning the recommendations of the Oliver Commission during March.

Certification delayed

At a recent special general meeting of the University of Manitoba Faculty Association, those present expressed anger at the unconscionable delays involved in properly hearing and deciding upon UMFA's application for certification.

The meeting authorized the President of UMFA to write to the Minister of Labour expressing UMFA's "deep concern about the manner in which our hearing before the Labour Board has been delayed this past year."

In a letter addressed to the Hon. Russ Paulley, Manitoba's Minister of Labour, Professor Roy Vogt said in part that "we find it intolerable that the civil rights of 1200 faculty members of the University should be frustrated... We would urge you to consider ways in which our case might be handled more expediously so that our rights to engage in collective bargaining can be determined."

Those attending the meeting recognized that much of the delay in the hearings is a direct fault of the actions of a minority of professors who, through their lawyers, have consistantly used legal technicalities to delay and obfuscate the hearings.

Government calls shots

A panel on Canadian Universities and Canadian Culture sponsored by the Association of Professors of the University of Ottawa, held recently at the University of Ottawa as part of the Founder's Day celebrations, heard a number of speakers discuss the role of governments in post-secondary education.

Dr. André Desmarais, representing the Ministry of State for Science and Technology told the audience that the government will, in the future, stress accountability from universities, given the massive financial suport the government has injected into the universities in the past.

Professor G. W. Bennett of the Ontario Confederation of Faculty Associations commented on Dr. Desmarais' statement and said that the universities must expect the government to "call the shots" because it is providing the money.

Pierre Leahey, Secretary General of the Fédération des Associations de Professeurs d'Université du Québec said that professors should seek certification and bargain collectively with governments. He said that a recent decision by the Quebec government not to increase expenditures in the area of education will result in poorer research and a lowering in the quality of teaching.

The audience reacted strongly to a statement from Mr. John Drew of the Department of Manpower and Immigration who said that the government is gradually decreasing its dependence on universities for research and is relying more on its own staff of qualified researchers. According to some members of the audience this type of in-house "secret" research is most objectionable and is "parasitic."

$$$$$$ $$$$$$ YOUR TAXES

This is the first in a series of columns devoted to taxation problems culled from specific questions submitted to the CAUT Committee on Income Tax by members of the Association. The column is prepared by Professor Charles Hebdon (OCUFA) who is the Chairman of the Committee.

Taxation of visitors to Canada from the United States of America

For a period or periods not exceeding 183 days during a taxation year.

The Canada-U.S. Reciprocal Tax Convention, Article VII describes the application of Canadian income tax to compensation for personal services paid by a Canadian employer to a temporary visitor from the U.S.A.

If, for instance, an American university teacher came to Canada and was present here for 183 days or less throughout a calendar year and received no more than $5,000 for his services he would not be subject to Canadian income tax.

Furthermore, if the teacher came to Canada for eleven months spanning two calendar years and was in Canada for not more than 183 days in each of the two years and received no more than $5,000 for his services in each of the two years, he would not be taxable on such income in Canada.

The compensation involved in these situations may be either personal or professional income, that is, it may be either employment or business income as long as it is in respect of personal services.

Although such income is not subject to tax in Canada, the income tax regulations require the employer-university to withhold 15%. The teacher may recover the withholding tax by filing an income tax return on which he claims a refund of the amount withheld.

A more practical arrangement is for the employer-university to seek a waiver of withholding tax from the District Tax Office prior to the payment of any remuneration to the visitor.

Application forms may be obtained from the non-resident sections of the District Tax Office. Since this form must be signed by the visitor it is advisable to send it to him for signature prior to his arrival in Canada particularly if his visit is only for a few days.

For a period not exceeding two years.

Article VIIIA of the Reciprocal Agreement applies only to professors and teachers visiting Canada for the purpose of teaching at an educational institution and only to the remuneration therefrom.

Under present practice, as outlined in Department of National Revenue Interpretation Bulletin IT-68, the visiting teacher must submit to tax deductions at source.

If the visitor terminates his stay in Canada within two years he may claim a refund of all income taxes and Canada Pension Plan contributions.

If he does not leave within the two-year period then he cannot qualify for the refund.

It should be noted that the Department of Finance has served notice that Canada proposes to renegotiate the treaty and eliminate the tax exempt privilege provided by Article VIIIA.

Taxation of Visitors to Canada from the United Kingdom

For a person who has no fixed base regularly available to him in Canada.

Article 13 of the Canada-U.K. Tax Agreement exempts a U.K. visitor to Canada from tax on income derived from professional services or other independent activities if he has no fixed base regularly available to him in Canada.

In order to qualify for tax exemption the visitor must meet the following conditions.

(a) his income must derive from professional services or other independent activities and must not fall within the category of income from employment; and
(b) he must not have a fixed base regularly available to him in Canada.

If both of the above conditions prevail the District Tax Office will issue a waiver of withholding tax.

Although the term "fixed base" lacks an exact definition the Department of National Revenue has offered the following opinion as to its meaning.

"Generally, it is the Department's view that a 'fixed base' should be considered to be in the nature of a permanent establishment, that is, a centre of activity of a fixed or permanent character which should be regularly available to the person who is carrying out the activities. Furthermore, the person carrying on the activities should normally be in a position to exert a measure of control over the 'fixed base'."

For a period not exceeding two years.

Article 18 of the Canada-U.K. Agreement, like its counterpart in the Canada-U.S. agreement, applies only to professors and teachers visiting Canada for the purpose of teaching at an educational institution and only to the remuneration of such teaching.

The procedures outlined in Interpreta-

Cont'd on p. 5

REPORT OF THE TREASURER FOR 1972-73

Financially CAUT improved its position in fiscal 1972-73. Because of a combination of membership growth and exceptional delays in staff replacement, the increase in the members' equity was $103,157. As a result, the total members' equity in the balance sheet on June 30, 1973 was $197,640. Its distribution on the asset side is almost evenly between liquid assets, such as deposited receipts and bonds, and fees receivable from local associations, all but $8,000 of which has since been collected. In terms of financial capacity and liquidity, therefore, the CAUT was in a much stronger position at the end of the year than at the beginning.

The detailed explanations for that improvement are to be found in the Statement of Revenue and Expense. Membership fees were some $68,000 more this period than in the last one, and other revenues about $5,000 more. On the other hand, total expenditures were $9,500 less than last year, and $41,500 less than budgeted for 1972-73. The explanation of this last saving was the reduction of payroll costs because of staff departures and delays in their replacement. Salaries and related fringe benefits were actually $45,000 less than budgeted, and almost 45 per cent of the surplus for the period was accounted for by this feature. As the vacancies having since been filled, there is no prospect of a repetition of such savings.

The statement of Members' Equity segregates that part of the equity that has been earmarked (to serve as a reserve for the defence of academic freedom) from that equity that is free for any purpose. In 1972-73, the reserve was charged with $4,000 of the disbursements on behalf of academic freedom. In addition $17,000 expense was incurred for the academic freedom and tenure committee, making a total expenditure on AF&T matters of $21,000.

The last statement, that of Source and Application of Funds, summarizes the effect of the foregoing activities on the working capital upon the excess of the current assets over the current liabilities. It increased in the year by $77,386, and as a result the Association's working capital at the end was a healthy $149,379.

The CAUT Financial Statement and Auditor's Report (June 30, 1973) can be found on pages 8 and 9 of the Newsletter.

Educational TV in the West

The CAUT has joined with the Association of Canadian Television and Radio Artists (ACTRA) and the provincial faculty associations in the West to create a Western Educational Media Committee. This is in response to the decision of the four Western provincial governments to establish an intergovernment committee on Educational Television with the Hon. Eileen Dailly, the Minister of Education in British Columbia, the convenor. The committee is to coordinate the work of the CAUT, the faculty associations and ACTRA in this area, so that the rights of the members of the CAUT and ACTRA will be protected and that the organizations involved will have a significant say in the development of policy. The committee will also work with the National Consortium of CAUT and ACTRA which came into existence last year.

The first meeting of the committee was held in Edmonton on December 13, 1973. Those present agreed that the committee should encourage the creation of provincial consortia to negotiate with provincial governments if they decide to create communication authorities. It was also decided to make an inventory of production facilities concerning ETV and to press all Western faculty associations to ensure that their universities adopted the CAUT policy on copyright as soon as possible.

In January and February the provincial faculty associations in the West confirmed their support of the committee and agreed to continue its existence as a standing committee. CAUT has corresponded with the Hon. Mrs. Dailly and has received assurances from her that there will be full discussions between the ministers and the CAUT in regard to any policies affecting members.

It is the expectation of the Western Educational Media Committee that such discussions will take place in the near future.

In Saskatchewan CAUT, ACTRA, the faculty associations at Saskatoon and Regina, and representatives of the Saskatchewan Teachers' Federation met in early February to consider the Saskmedia Report which the Government of Saskatchewan had commissioned. The report gives a development plan for all educational media in Saskatchewan. It was agreed to explore the possibility of a consortium or united front in Saskatchewan to respond to the report and to negotiate with the Government. A similar meeting is planned in British Columbia.

Invitations have been extended to the community college faculty asociations to join the committee.

The CAUT members of the Western Educational Media Committee are: Professors Pat Montgomery (Confederation of University Faculty Associations of British Columbia), John Semple (Secretary of the Confederation of Alberta Faculty Associations), Wanda Young (University of Saskatchewan, Saskatoon), John Rice (Manitoba Organization of Faculty Associations), and Donald Savage (CAUT).

Accountability: marching tune for an army of bureaucrats

It is now clear that all governments, be they provincial or federal, have lost faith in their educational institutions, and are determined to make them accountable. To accomplish this end, most governments are assembling vast armies of bureaucrats, costing many millions of dollars, with the sole purpose of centralizing educational decision making within the government itself. The use of the word army is deliberate because universities must not, and should not, willingly lose their powers of making professional decisions, and will, and should, fight a war to retain these powers. Changes are now taking place at a frightful rate without proof being offered that centralized bureaucratic decision making will be better than the decentralized form now being used. Instead, all the evidence points the other way.

From Report to Fall Convocation given on Nov. 17, 1973 by Dr. Max Wyman, President, The University of Alberta.

TAXES *Cont'd from p. 4*

tion Bulletin IT-68, referred to above, apply to visiting teachers from the U.K. as well as those from several other countries with which Canada has similar agreements.

The teaching income will be subject to deductions at source which may be recovered if the visitor terminates his stay in Canada within the two years.

Again, notice has been given that Canada proposes to renegotiate this treaty and eliminate the tax exempt privilege to teachers.

The Canada-U.S.A. and Canada-U.K. Treaties are reciprocal

Since both of these treaties are reciprocal the tax exemption privileges accorded by Canada to visitors from U.S.A. and U.K. are also available to Canadian visitors to U.S.A. and U.K.

However, the administrative procedures in those countries may differ from those employed by Canada.

Family Allowances payable outside Canada

Prior to 1974 family allowances were not taxable in Canada. They were, however, not payable in respect of children who were absent from Canada for more than three months.

Commencing in 1974 family allowances have been substantially increased and must be included in income for tax purposes.

At the same time, the rules regarding absences from Canada have also been changed.

The Department of Health and Welfare has recently published a booklet entitled "Family Allowances 1974" from which the following is quoted: (page 3)

"ARE ALLOWANCES PAYABLE OUTSIDE CANADA?

Allowances are payable to residents of Canada while they are living outside Canada in certain situations.

When you or your child are absent for short periods. A person can be absent from Canada for periods of up to one year and still draw the allowance, or have it paid on his behalf: if he is abroad on vacation; attending school or university; or receiving medical treatment.

When you or your child are absent from Canada indefinitely. A person who has resided in Canada can be absent from Canada indefinitely and will still be treated as though he were resident in Canada if his income is subject to Canadian income tax, of if he is maintained by a parent whose income is subject to Canadian income tax. Allowances will continue to be paid to, or on behalf of, such persons. A child who has not resided in Canada will be treated as though he were resident in Canada if he is maintained by and resides with a parent whose income is subject to Canadian income tax."

Vacancies

Postes vacants

AVAILABILITIES

FRANCAIS. Titulaire d'une maîtrise. Enseigné le français en Angleterre et l'Anglais en France. Préparation d'un doctorat sur la littérature américaine. Box 91.

SPANISH. Seeks position in Eastern Canada teaching 19th or 20th Century literature. Peninsular or Latin American, Language. B.A. (McGill), M.A. (Wisconsin), completing thesis on Larra (Wisconsin). Experience in Canada, England and United States. Director of St. Lawrence University Program in Madrid since 1972. Box 90.

Interdisciplinary Humanities. Ph.D. desires position as teacher/theatre director within a liberal arts and/or interdisciplinary humanities context. Willing to initiate interdisciplinary program. Nine years' experience teaching, 15 in various related areas such as professional showbusiness, TV, special services, administration. Published. Grants. Box 88.

Microbiology. M.Sc. (U.S.A.); Ph.D. (Leeds, England). Assoc. Prof., Acting Dept. Head seeks permanent teaching position. 15-month Research Assoc. in Immunology at Northwestern U. Medical School, 5 years' teaching, 2 years' clinical experience. Box 89.

ADMINISTRATION

UNIVERSITY OF GUELPH. **Director of Student Affairs.** Reporting to the Provost, the Director is accountable for a wide range of activities and programs supportive of the educational service and learning goals of the University. The Director will be responsible for facilitating the relationship between students and the university and maintaining a good relationship with the academic departments of the university. The following activities are a partial inventory of the Department's concerns in meeting its overall objectives: Advising, Counselling, Residence Life, New Student Orientation, International Students, Liaison with Student Organizations and Off-Campus Students, Living-Learning Centres, Religious Affairs, University Judicial Committee, Workshops, Legal and Human Rights Advising, Research and Evaluation, Interdepartmental Consultation and coordination and various other services. The Director must be conversant with contemporary issues in higher education, sensitive to student and academic concerns, and familiar with student services. Previous supervisory and managerial experience is essential, including a good grasp of training and staff development. The selected candidate will require a high energy level, empathy, sound judgment and sensitivity to the needs and requirements of others. Above all, the candidate must have a resolute desire to serve and work with students in an institutional setting. An advanced degree in a discipline associated with the position is desirable. Salary is commensurate with background experience and educational attainment. Applications and inquiries to the attention of the Provost should include a *curriculum vitae* and references and should be directed to R. P. Gilmour, Provost, University of Guelph, Guelph, Ontario N1G 2W1.

SAINT MARY'S UNIVERSITY. **Department of Sociology.** Applications are invited for the position of Chairman. Responsibilities will include administration of a ten member Department and teaching undergraduate (including honours) students. Applicants should have a Ph.D., publications, and experience in teaching and administration. The appointment will be at the level of Associate or Full Professor, for which the 1973-74 salary minima are respectively $14,910. and $19,320. In addition the Chairman will receive an honorarium and have a reduced teaching load. Date of appointment, September 1, 1974. Apply to Dr. John B. Owen, Dean of Arts, Saint Mary's University, Halifax, N.S.

UNIVERSITY OF SASKATCHEWAN — SASKATOON. **Coordinator of Technical Services.** Applications are invited for the position of Coordinator of Technical Services. The person holding this position will be one of six members of the Executive Committee of the Library, and will have overall responsibility for providing and allocating technical services (cataloguing, acquisitions, serials, book selection) to all libraries in the system, and for selection, training, supervision and evaluation of professional staff in these areas. The University has computerized a number of operations in the Technical Services area, including Acquisitions/Cataloguing and SKI (both MARC-based) and is in the early stages of developing a serials control system. The Library has subscribed to the LC MARC Tape Services from its inception and is currently participating in the National Library's Canadian MARC Pilot Project. Applicant should have recognized professional qualifications and must have extensive experience in the field of Technical Services. Salary range $13,700 to $17,200. Applications should be submitted before April 1, 1974 to D.C. Appelt, University Librarian, University of Saskatchewan, Saskatoon, Sask. S7N 0W0.

UNIVERSITY OF TORONTO. **Dean of the Faculty of Management Studies.** The President of the University has established a search committee to recommend a successor to Professor J. H. G. Crispo as Dean of the Faculty of Management Studies. Suggestions of suitable persons to fill this position would be welcomed and should be directed to the Chairman of the Committee; Professor D. F. Forster, Vice-President and Provost, University of Toronto. Toronto, Ontario M5S 1A1.

UNIVERSITY OF TORONTO. **Faculty of Dentistry.** Announces the formation of a Search Committee composed of Dr. A. Dungy, Dr. N. Levine, Dr. J. Kreutzer, Dr. F. Popovich and Dr. A. Zarb to recommend a successor to Dr. J. A. Hargreaves. The Committee would welcome suggestions of names of possible candidates. Please direct replies to Dr. George A. Zarb, Chairman,

Department of Paedodontics Search Committee, 124 Edward Street, Toronto, Ontario M5G 1G6.

TRENT UNIVERSITY. **University Librarian — Administration.** Applications are invited for the post of University Librarian, the appointment to be effective July 1, 1974. Candidates must have a degree from an accredited library school, with several years experience and responsibility in Canadian university libraries. Letters of application, including background and experience, with the names of three persons willing to provide letters of reference should be addressed to: The President, Trent University, Peterborough, Ontario K9J 7B8. Closing date for applications is April 30, 1974.

AGRICULTURAL ECONOMICS

UNIVERSITY OF ALBERTA. **Department of Agricultural Economics and Rural Sociology jointly with Department of Economics.** Applications are invited for the position of Assistant Professor. Qualifications: Ph.D. in Forestry Economics or Natural Resources Economics with undergraduate degree in Forestry. Some experience in forestry related work and familiarity with forestry in Western Canada are desirable. Duties: Teaching, supervising graduate students, and research in forestry economics and related areas of economics. The appointee will be expected to play a leading role in developing teaching and research programs in forestry economics. Salary: Minimum for 1974-75 will be $13,125. Inquiries; Chairman, Department of Agricultural Economics and Rural Sociology, Faculty of Agriculture and Forestry, University of Alberta, Edmonton, Alberta T6G 2H1. Appointment: July 1, 1974. Closing: Applications should be submitted by May 1, 1974.

ADMINISTRATIVE STUDIES

YORK UNIVERSITY — ATKINSON COLLEGE. **Department of Administrative Studies — Marketing.** Applications are invited for a teaching position in Marketing in the Department. Applicants should have a Ph.D. or equivalent and preferably some experience in either business or government. An additional interest in management science would be desirable. Rank and salary will be based on qualifications and experience. Applications should be sent to professor J. Nicholson, Chairman, Department of Administrative Studies, Atkinson College, York University, 4700 Keele Street, Downsview, Ontario M3J 1P3.

ATKINSON COLLEGE, YORK UNIVERSITY. **Department of Administrative Studies, in Marketing.** Applicants should have a Ph.D. or equivalent and some experience in either business or government. An additional interest in management science would be desirable. **Department of Administrative Studies, in Management Accounting and Finance.** Applicants should have appropriate professional and academic qualifications. Rank and salary will be based on qualifications and experience. Applications should be sent to Professor J. Nicholson, Chairman, Department of Administrative Studies, Atkinson College, York University, 4700 Keele Street, Downsview, Ontario M3J 1P3.

ANTHROPOLOGY

UNIVERSITY OF MANITOBA. **Department of Anthropology.** 1974 Summer School teaching positions. Summer evening school May 7 to July 30, Tuesday and Thursday (Culture, Man and Nature; Ways of Mankind); Summer day school, July 3 to August 17 — Culture, Man and Nature; Ways of Mankind (introductory); Peoples of the Arctic; North American Indians; Culture and the Individual; Anthropology of Illness; Introduction to General Linguistics; Introduction to Transformational grammar. Salary: $1500 (lecturers); $1700 (assistant; associate professors); $2000 (full professors). Minimum of M.A. required, Ph.D. preferred. Submit applications to: Joan B. Townsend, Chairman, Recruiting Committee, Department of Anthropology, University of Manitoba, Winnipeg, Man., Canada.

UNIVERSITY OF SASKATCHEWAN, REGINA. **Department of Anthropology.** Assistant or Associate Professor of Anthropology desired as sabbatical leave replacement July 1, 1974 to June 30, 1975, budget permitting. Possibility of further appointments, budget permitting, in subsequent years. Opportunity to participate in development of small (presently four faculty) undergraduate Department of Anthropology. Ph.D., and teaching capacity in anthropological linguistics preferred. Publications, teaching experience, competence in one of the following areas desirable: Africa, Middle and South America, Circum-Polar. $12,000 to $18,000 depending upon qualifications. Send *curriculum vitae* and names and addresses of three references to Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2, before April 1, 1974.

APPLIED MATHEMATICS

McMASTER UNIVERSITY. **Department of Applied Mathematics.** One or more openings for Assistant Professor, possibly higher rank, in the areas of Applied Mathematics, O.R., Computer Science, July 1, 1974. Ph.D. required, previous teaching experience desirable. Principal responsibilities: Undergraduate teaching to Science and Engineering students, graduate work supervision, research, depending on area of specialization. The Department offers courses leading to the Bachelor's degree in Applied Mathematics and Computer Science, M.Sc. in Computation, M.Sc. in Statistics. Applications should be accompanied by *curriculum vitae*, with names of 3 referees, and should be sent to Dr. G. Field, Chairman, Department of Applied Mathematics, McMaster University, Hamilton, Ontario L8S 4K1.

ART HISTORY

UNIVERSITY OF ALBERTA. **Department of Art and Design — Art Historian.** The Department invites application for a vacancy in the Division of Art History. Subject to the availability of funds in the 1974-75 Budget, it is hoped that the vacancy will be filled from 1 July 1974. The successful candidate should meet the following requirements: 1. Ph.D. (Art History) completed or in process. 2. Specialization in the History of Art (and Design) in the Twentieth Century. 3. Minor specialization in citte Medieval or Baroque. Preference will be given to those applicants with some teaching experience in the major and minor fields of specialization. The successful candidate will be expected to assist in the ongoing development of the division of Art History within the Department, and will be required to teach at both junior and senior levels. Rank: Assistant Professor. Starting Salary: $12,500 — $13,600 (on 1973-74 scales currently under review). Applications should be directed to R. A. Davey, Chairman, Department of Art and Design, University of Alberta, Edmonton, Alta.

QUEEN'S UNIVERSITY. **Department of Art History**. Applications are invited for a position at Assistant Professorship level to teach Painting and Printmaking throughout the 4 year Bachelor of Art Education studio program. Duties to commence 1st of August, 1974. Applications to be sent to Chairman, B.A.E. Program, Department of Art History, Watson Hall, Queen's University, Kingston, Ont.

BACTERIOLOGY

UNIVERSITY OF WESTERN ONTARIO. **Department of Bacteriology and Immunology — Microbiology.** A sessional appointment (lecturer) is available July 1, 1974 — June 30, 1975 to teach virology in medical and honours science. Laboratory facilities for research are available. Send *curriculum vitae*, teaching experience and two references to E. L. Medzon, Acting Chairman, Department of Bacteriology and Immunology, University of Western Ontario, London, Ont. N6A 3K7 as soon as possible.

BIOLOGY

YORK UNIVERSITY. **Department of Biology — Cellular and Mollecular Biology.** A senior position at the rank of Full or Associate Professor is available in the Department, tenable July 1, 1974. Preferred areas of research interest are: genetics and biochemistry of development, cellular and molecular genetics and neuro-biology. Exceptional junior candidates may also be considered. Salary negotiable and commensurate with rank. Send *curriculum vitae*, reprints and names of three referees to Professor J. D. Friesen, Department of Biology, York University, 4700 Keele Street, Downsview, Ont. M3J 1P3, Canada.

REPORT AND FINANCIAL STATEMENTS
JUNE 30, 1973

AUDITORS' REPORT

To the Members
Canadian Association of University Teachers —
l'Association Canadienne des Professeurs d'Université

We have examined the balance sheet of Canadian Association of University Teachers — l'Association Canadienne des Professeurs d'Université as at June 30, 1973 and the statements of revenue and expense, members' equity and source and application of funds for the year then ended. Our examination included a general review of accounting procedures and such tests of accounting records and other supporting evidence as we considered necessary in the circumstances.

In our opinion, these financial statements present fairly the financial position of the Association as at June 30, 1973 and the results of its operations and the source and application of its funds for the year then ended, in accordance with generally accepted accounting principles applied on a basis consistent with that of the preceding year.

TOUCHE ROSS & CO.
Chartered Accountants

Ottawa, Ontario
August 28, 1973

CANADIAN ASSOCIATION OF UNIVERSITY TEACHERS
L'ASSOCIATION CANADIENNE DES PROFESSEURS D'UNIVERSITÉ

(Incorporated under Part II of the Canada Corporations Act)

BALANCE SHEET AS AT JUNE 30, 1973

ASSETS

		1973	1972
Current Assets			
Cash		$ 7,990	$ 18,651
Deposit receipts		55,000	20,000
Fees receivable		92,573	48,087
Other receivables		3,160	1,169
Prepaid expense		2,900	2,900
		161,623	90,807
Investments — bonds at cost (market value: 1973 — $48,150; 1972 — $31,177)		51,502	38,000
Furniture and equipment			
Cost	$28,498		
Less: Accumulated depreciation	19,519	8,979	11,609
Leasehold improvements at cost less amortization (1973 — $997; 1972 — $498)		2,990	3,488
		$225,094	$143,904

LIABILITIES AND MEMBERS' EQUITY

	1973	1972
Current Liabilities		
Accounts payable and accrued liabilities	$ 12,244	$ 13,421
Allowance for Terminal Leave	15,210	32,000
	27,454	45,421
Members' Equity	197,640	98,483
	$225,094	$143,904

STATEMENT OF REVENUE AND EXPENSE FOR THE YEAR ENDED JUNE 30, 1973

	1973	1972
Revenue		
Membership fees (net of provincial rebates)	$413,344	$345,401
Interest	5,248	2,315
Other	15,324	8,075
	433,916	355,791
Expense		
Salaries	146,087	147,904
Academic Freedom and Tenure Committee	16,941	11,587
Board meeting	16,086	4,083
Council meetings	15,031	20,005
Central office travel, telephone and telex	13,484	11,950
Depreciation and amortization	2,720	3,400

Occupancy		13,259	15,936
Office supplies and postage		15,526	17,435
Economic Benefits Committee		4,246	1,635
Executive Committee		7,875	11,310
Other committees		13,783	11,100
Publications		43,454	64,968
Translation		4,764	3,545
Allowance for terminal leave		2,500	10,000
Miscellaneous		15,003	2,977
Bad debts		—	2,373
		330,759	340,208
Net income before extraordinary item		103,157	15,583
Extraordinary item (Note 1)		—	5,203
Net income for the year		$103,157	$ 20,786

STATEMENT OF MEMBERS' EQUITY AS AT JUNE 30, 1973

		1973	1972
Reserve for Academic Freedom Defense Fund			
Balance, begining of year		$ 16,500	$ 16,500
Disbursement		4,000	253
		12,500	16,247
Allocation from surplus		4,000	253
Balance, end of year		16,500	16,500
Surplus			
Balance, beginning of year		81,983	61,450
Net income for the year	$103,157		
Less: Allocation to reserve for Academic Freedom and Defense Fund	4,000	99,157	20,533
Balance, end of year		181,140	81,983
Members' equity, June 30		$197,640	$ 98,483

STATEMENT OF SOURCE AND APPLICATION OF FUNDS FOR THE YEAR ENDED JUNE 30, 1973

	1973	1972
Source		
Operations		
Net income	$103,157	$ 15,583
Add: charges against operations not requiring an outlay of funds		
Depreciation and amortization	2,720	3,400
Allowance for terminal leave	2,500	10,000
Amortization of bond premium	51	44
	108,428	29,027
Extraordinary item (Note 1)	—	5,203
Sale of bonds	21,000	—
Sale of furniture and equipment	408	—
	129,836	34,230
Application		
Purchase of furniture and equipment	—	509
Disbursement from Reserve for Academic Freedom and Defense Fund	4,000	253
Purchase of bonds	34,553	—
Decrease in allowance for Terminal Leave	19,290	—
	57,843	762
Increase in working capital	71,993	33,468
Working capital, beginning of year	77,386	43,918
Working capital, end of year	$149,379	$ 77,386

NOTE TO FINANCIAL STATEMENTS AS AT JUNE 30, 1973

1. The extraordinary item consists of the excess of proceeds from a fidelity bond for defalcation losses in preceding years over the remainder of the loss from defalcation during the 1972 fiscal year.

CHEMISTRY

UNIVERSITY OF TORONTO. **Department of Chemistry (Erindale Campus).** Applications are invited for a position as Assistant Professor in the field of Physical Chemistry. Preference will be given to a candidate whose research interests lie in the area of solution or surface chemistry, or spectroscopy. Applicants should send a *curriculum vitae* including an outline of proposed research, and of equipment required) and names of three referees to Dr. A. J. Poë, Erindale College, University of Toronto, Mississauga, Ont. L5L 1C6.

UNIVERSITY OF TORONTO. **Department of Chemistry (St. George Campus).** Applications are invited for the position of Assistant Professor in the field of Organic Chemistry. Applications, *curriculum vitae* and names of three referees should be sent as soon as possible to Dr. A. G. Brook, Chairman, Department of Chemistry, University of Toronto, Toronto, Ont. M5S 1A1. ,

CIVIL ENGINEERING

MEMORIAL UNIVERSITY. **Civil Engineering.** Candidate with Ph.D. invited for Post Doctoral Research in the field of Engineering Hydraulics. Work will consist of experimental and theoretical studies of buoyant jet phenomena relating to efficient disposal from marine outfalls. The appointment will be initially for one year and is available early in 1974. Salary according to N.R.C. regulations. Applications should be directed to Dr. J. J. Sharp, Faculty of Engineering and Applied Science, Memorial University of Newfoundland, St. John's, Nfld. A1C 5S7.

QUEEN'S UNIVERSITY. **Department of Civil Engineering.** Applications are invited for a sessional appointment at the Assistant or Associate Professor level. Doctorate in Civil with P.Eng. status to teach in the area of structural engineering with emphasis on prestressed concrete theory and design and to take part in research work in that latter area. Appointment date July 1st, 1974. Reply to Dr. A. Brebner, Head of Civil Engineering, Ellis Hall, Queen's University, Kingston, Ont.

COMMERCE

LAURENTIAN UNIVERSITY. **Department of Commerce and Administration.** The School of Commerce and Administration of Laurentian University has several positions open at ranks commensurate with the qualifications and experience of the successful candidates. A minimum of the Master's degree is required along with relevant professional experience. Preference will be given to bilingual candidates (English and French). Enquiries should be sent to Dr. K. E. Loucks, Director, School of Commerce and Administration, Laurentian University, Sudbury, Ont. Appointments will be made for July 1, 1974.

CONSUMER STUDIES

UNIVERSITY OF SASKATCHEWAN, SASKATOON. **Department of Consumer Studies.** Assistant Professor in Consumer Studies. Master's in Home Economics majoring in Consumer Studies and Management, related experience desirable. To teach undergraduate classes in Consumer Studies covering selected areas of Home Management, Finance and Equipment. Ability to conduct experimental work. Dr. Helen C. Abell, Dean, College of Home Economics, University of Saskatchewan, Saskatoon, Sask. S7N 0W0. Closing date: July 1, 1974.

DENTISTRY

UNIVERSITY OF MANITOBA. **Faculty of Dentistry — Pedodontist.** Applications are invited for a full time position in Pedodontics with the Department of Preventive Dental Science. The successful applicant must have completed an accredited program in Paediatric Dentistry. Duties and responsibilities will include undergraduate teaching and supervision of the Dental Internship Program at the Children's Center of Winnipeg, Health Sciences Center. Intra or extramural practice privilege available. Academic rank and salary are dependent upon qualifications and experience. For further information forward a *curriculum vitae* to Dr. J. F. Cleall, Faculty of Dentistry, University of Manitoba, 780 Bannatyne Avenue, Winnipeg, Man. R3E 0W3.

DRAMA

UNIVERSITY OF SASKATCHEWAN, REGINA. **Department of Drama.** Two teaching positions: (1) Teacher of Acting Techniques to concentrate wholly on the teaching of acting with special reference to speech and voice training. (2) Teacher of Stage Design and Technical Subjects to teach classes in stage design, scene construction and painting, scene shop procedures, basic stagecraft and lighting design; to lend assistance from time to time in actual productions including the designing of sets and/or costumes for such productions. Appointments will commence July 1, 1974. Rank and salary dependent on qualifications. *Curriculum vitae* and names and addresses of three references to be sent before April 1, 1974, to Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2.

ECONOMICS

ALGOMA UNIVERSITY COLLEGE. **Economics Department.** Terminal appointment for Lecturer or Assistant Professor with Ph.D. or in process to teach undergraduate level: Principles, quantitative methods in economics, international trade. Salary: competitive. Method of application. Transcripts, *curriculum vitae*, and three written testimonials addressed to Professor Maris Pone, Economics Department, Algoma University College, Sault Ste. Marie, Ont. P6A 2G4. Effective date of appointment: July 1, 1974. Closing date for receipt of applications: March 31, 1974.

ROYAL ROADS MILITARY COLLEGE. **Department of Economics.** A vacancy exists for an Assistant Professor within the salary range $12,150 to $17,100 *per annum*. The duties include research and teaching courses in economics and economic geography, political science, or accounting. A Ph.D. in economics is required. Interested candidates should apply directly to Dr. E. S. Graham, Principal, Royal Roads Military College, FMO Victoria, B.C. V0S 1B0.

UNIVERSITY OF SASKATCHEWAN, REGINA CAMPUS. **Economics.** Beginning July 1, 1974, budget permitting, the Department of Economics will be filling a vacancy at a rank and salary dependent on qualifications and experience. Applicants should possess a Ph.D. or its equivalent. Duties will be to teach undergraduate and graduate classes, including public economics. Closing date for applications will be when position is filled. Please send *curriculum vitae* and names and addresses of three references. Apply to Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2.

EDUCATION

UNIVERSITY OF ALBERTA. **Department of Educational Foundations.** Applications are invited for a position as Assistant Professor in sociology of education. Duties will include teaching of undergraduate courses and some graduate student supervision. Deadline for the receipt of applications is March 20, 1974. Budget allowing, the appointment will become effective not later than July 1, 1974. Candidates should mail letter of application and *curriculum vitae*, request Registrar to mail transcript, and request three referees to submit their recommendations to Robert S. Patterson, Chairman, Department of Educational Foundations, Faculty of Education, University of Alberta, Edmonton, Alta., Canada.

UNIVERSITY OF ALBERTA. **Department of Educational Foundations.** Applications are invited for a position as Assistant Professor specializing in the education of native peoples in Canada. Duties will involve administration of the program for the preparation of teachers for intercultural settings and some teaching. Experience in intercultural education settings is an essential qualification. Applicants should have a strong academic background in one of the following foundational areas: history of Canadian education, sociology of education, anthropology and education, or philosophy and education. The Univrsity reserves the right to make an appointment at any time. The appointment will become effective not later than July 1, 1974. Candidates should mail letter of application and *curriculum vitae*, request Registrar to mail

transcript, and request three referees to submit their recommendations to Robert S. Patterson, Chairman, Department of Educational Foundations, Faculty of Education, University of Alberta, Edmonton, Alta., Canada.

UNIVERSITY OF SASKATCHEWAN REGINA CAMPUS. **Faculty of Education.** Title of position: Visiting Assistant Professor of Mathematics Education. Qualifications required: at least a Master's degree in Education, Ph.D. preferred, with special emphasis in Mathematics Education. Nature of duties: undergraduate teaching in curriculum and instruction classes in Mathematics Education to students majoring in Elemenary Education. Some curriculum and instruction teaching and supervision of student teachers may be undertaken with students majoring in Secondary Education. Salary offered: salary is negotiable according to qualifications and experience. Person to whom inquiries should be addressed: *curriculum vitae* and the names of three referees should be sent to Dean W. N. Toombs, Faculty of Education, University of Saskatchewan Regina Campus, Regina, Sask. Effective date of appointment: September 1, 1974 for one year with the possibility of a second year. Closing date for receipt of applications: April 15, 1974.

UNIVERSITY OF PRINCE EDWARD ISLAND. **Education.** 1. Specialist in Reading-Language Arts. Doctorate preferred, with teaching experience in the school system. Responsibility for undergraduate courses in Developmental Reading and Language Arts, and Speech Education, and to assist in the supervision of student teaching. 2. Specialist in Elementary Math and Science. Doctorate preferred, with teaching experience in the school system. Responsibility for undergraduate courses in Elementary Science and Math, and to assist in the supervision of student teaching. 3. Coordinator of School practice. Doctorate preferred, with teaching experience in the school system. Responsibility for liaison with schools and for co-ordination of and input into general méthodology courses and supervision of student teaching. Rank and salary for these positions will be commensurate with qualifications. Completed applications should be sent to the undersigned no later than April 1, 1974. E. L. Edmonds, Professor and Dean of Education, University of Prince Edward Island, Charlottetown, P.E.I.

ELECTRICAL ENGINEERING

UNIVERSITY OF SASKATCHEWAN, SASKATOON. **Department of Electrical Engineering.** Applications are invited to fill a vacant position at the Assistant or Associate level in the Department of Electrical Engineering. Applicants should have a Ph.D. and an engineering background in industry, teaching and research. Main interests should be in one of Computer technology, Materials, Power electronics, Bio-Medical electronics or Communications. Duties will include Undergraduate and Graduate teaching and research. Applications should be addressed to Professor R. E. Ludwig, Head, Electrical Engineering Department, University of Saskatchewan, Saskatoon, Sask. S7N 0W0.

ÉTUDES FRANÇAISES

LE COLLEGE UNIVERSITAIRE GLENDON, UNIVERSITE YORK. **Département d'études françaises.** Sollicite des candidatures pour un emploi à temps plein pour l'année 1974-75. Un professeur de français pour enseigner des cours de langue en 1ère année d'Université. Qualifications: Maîtrise (de préférence en linguistique française). Les candidats intéressés doivent faire parvenir leur *curriculum vitae* avant le 28 février 1974 à M. Pierre Paul Karch, Directeur du département des études françaises, Collège universitaire Glendon, Université York, 2275, avenue Bayview, Toronto, Ont. M4N 3M6.

GEOGRAPHY

BROCK UNIVERSITY. **Department of Geography.** Applications invited for one permanent and two temporary or sessional posts for the academic year 1974-75. Permanent: Assistant or Associate to teach undergraduate courses in geomorphology, to take part in a developing programme in physical geography, and to pursue research, Salary and rank dependent upon qualifications and experience. Temporary appointments: to offer undergraduate courses in biogeography, agricultural geography and the regional geography of Canada. Ph.D. and some experience preferred. Applications with *curriculum vitae* and names of three referees to B. W. Thompson, Chairman, Department of Geography, Brock University, St. Catharines, Ont. L2S 3A1. Phone (416) 684-7201.

CARLETON UNIVERSITY. **Department of Geography.** Appointment for a Visiting Professor, effective September 1, 1974, for a *one or two year* period, possibly longer. We are seeking a senior scholar (Associate or Full Professor). Scholarship should preferably be in cultural geography, but other related areas of human geography would be considered. Responsibility would include teaching at the undergraduate and graduate levels. Please direct enquiries or letters of application, including a *curriculum vitae* and the names of three referees, to Professor D. M. Anderson, Chairman, Department of Geography, Carleton University, Ottawa, Ont. K1S 5B6.

UNIVERSITY OF SASKATCHEWAN. **Department of Geography.** Teaching position: Appointment to begin July 1, 1974. Rank and salary dependent on qualifications. Ph.D. required. Quantitative methods and techniques, and one or more of the following specializations: urban geography, urban and regional planning, economic geography, conservation, population geography. Send curriculum vitae and the names of three referees before April 1, 1974, to the Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2.

GEOLOGY

UNIVERSITY OF ALBERTA. **Department of Geology.** An appointment at a junior level will be available from 1 July or as soon as possible thereafter in the field of Stable Isotope Geology. Applicants must be able to give instruction in elementary geology. Further details may be obtained from the Chairman, Department of Geology, University of Alberta, Edmonton, Alta. T6G 2E1. Closing date for applications, April 30th.

HISTORY

LAURENTIAN UNIVERSITY. **Department of History.** The Department has a teaching position open at the rank of assistant or associate professor. The Ph.D. or equivalent is required and the successful candidate must be bilingual and able to teach in French at the bachelor and master's levels. Subjects of instructions are the History of Contemporary Europe (XIX and XX centuries), or the History of the United States. The salary is according to qualifications and experience. The effective date of appointment will be July 1, 1974. Applications should be sent to Dr. Carl Wallace, Chairman, Department of History, Laurentian University, Sudbury, Ont.

UNIVERSITY OF MANITOBA. **Department of History.** Leave replacement for one year; Lecturer, Assistant or Associate Professor. Modern European with either French or German specialization. Teaching experience required, also Ph.D. or near completion. Salary to $14,000 depending upon qualifications. Inquiries addressed to W. D. Smith, Acting Head, Department of History, University of Manitoba, Winnipeg, Man. R3T 2N2. Appointment effective July 1, 1974. Closing date: March 31, 1974.

UNIVERSITE DE MONCTON. **Département d'Histoire-Géographie.** Professeur d'Histoire. Domaine d'enseignement — Histoire de l'Europe du 17e au 20e siècle. Qualifications: Doctorat ou équivalent. Rang: Professeur adjoint. Salaire: selon expérience. Communiquer avec Khaled Belkhodja, directeur du département d'Histoire-Géographie, Université de Moncton, Nouveau-Brunswick.

UNIVERSITY OF NEW BRUNSWICK. **Department of History.** The University of New Brunswick hopes to make a permanent appointment of a Canadian historian with special knowledge of Atlantic provinces history in the late 19th and 20th centuries and preferably with a Nova Scotian or Prince Edward Island background. Date of appointment will be 1 July 1974 and rank and salary will be based on academic qualifications and experience. Enquiries and applications should be addressed to J. K. Chapman, Chairman, Department of History, University of New

Brunswick, Fredericton, N.B. (Telephone: (506) 453-4620).

SAINT MARY'S UNIVERSITY. **Department of History.** Applications are invited for the position of Lecturer or Assistant Professor in Colonial American History. Ph.D. preferred. Duties to include undergraduate and graduate teaching. Present (1973-74) salary floors: Lecturer $8,800; Assistant Professor $11,550. Appointment effective 1 September 1974, initially for one year. Applications to Dr. John B. Owen, Dean of Arts, Saint Mary's University, Halifax, N.S. B3H 3C3.

YORK UNIVERSITY — ATKINSON COLLEGE. **Department of History.** Three part-time positions open in history at Atkinson College for the autumn-winter session 1974/75, (1) Great Britain in the Eighteenth Century, with emphasis on social and economic history, (2) French Canada, (3) Canadian social and intellectual history from colonial times to the present. Stipend $2,000 to $3,000 per course, according to qualifications. Closing date for receipt of applications, March 22, 1974. Apply to: Professor Margaret M. Knittl, Chairman, History Department, Atkinson College, York University, 4700 Keele Street, Downsview, Ont. M3J 2R7.

HOTEL AND FOOD ADMINISTRATION

UNIVERSITY OF GUELPH. **Hotel and food Administration.** An Assistant Professor is required to teach at the undergraduate level pertaining to hotel and restaurant management. The candidate should have a Master's degree or be a C.A. and have relevant professional experience in the hospitality industry. Salary negotiable according to qualifications and experience. Application should be made to G. D. Bedell, Director, School of Hotel and Food Administration, University of Guelph, Guelph, Ont. N1G 2W1. Appointment date is May 1974 or as near to this as can be arranged. Open until filled.

UNIVERSITY OF GUELPH. **School of Hotel and Food Administration.** Applications are invited for an undergraduate teaching position in the areas of Human Relations, Business Law, and Management. Qualifications required are Ph.D. or Ph.D. Candidates, and practical experience in business is desirable. Salary negotiable according to qualifications and experience. Applications should be made to G. D. Bedell, Director, School of Hotel and Food Administration, University of Guelph, Guelph, Ont. N1G 2W1. Appointment date is May 1974 or as near to this as can be arranged. Open until filled.

INDUSTRIAL EDUCATION

UNIVERSITY OF ALBERTA. **Department of Industrial and Vocational Education.** Applications are invited for two possible positions as assistant professors. Preferences will be given to applicants with Ph.D. or equivalent and industrial experience in graphics technologies and materials testing technologies. Duties include teaching undergraduate students in multiple activity laboratories and advising master's degree research. Direct applications to Dr. James E. Gallagher, Chairman, Department of Industrial and Vocational Education, Faculty of Education, University of Alberta, Edmonton, Alta. Application should be received prior to May 15, 1974 with possible appointment effective July 1, 1974.

LINGUISTICS

CARLETON UNIVERSITY. **Department of Linguistics.** Applications are invited for the position of Assistant Professor for a one-year appointment as a sabbatical leave replacement. Ph.D. required. Duties will be to teach undergraduate courses in linguistics. Ability to teach phonetics, generative phonology, and TESL preferred. Salary minimum is $12,375. Applications should be sent to Prof. Ian Pringle, Chairman, Department of Linguistics, Carleton University, Ottawa, Ont. K1S 5B6. The appointment will be from July 1, 1974 for a one-year term.

UNIVERSITY OF GUELPH. **Department of Languages.** Sessional lecturer required to teach undergraduate courses in linguistics. M.A. minimum requirement, near Ph.D. preferred. Salary negotiable according to qualifications and experience. Direct replies to Dr. Margaret Andersen, Chairman, Department of Languages, University of Guelph, Guelph, Ont., Canada N1G 2W1.

MATHEMATICS

ST. FRANCIS XAVIER UNIVERSITY — SYDNEY CAMPUS. **Department of Mathematics.** Applications are invited for an Assistant Professor with specialty in Statistics and Computer Systems Analysis. The Ph.D. is required with undergraduate teaching very desirable. Duties will include teaching undergraduate courses in Computer Science and/or Statistics, while also serving as an advisor to faculty and administration for systems analysis. The salary base for 1973-1974 was $11,300 for an Assistant Professor. Write W. J. Wiseman, Chairman, Department of Mathematics, St. F. X. University (Sydney Campus), P.O. Box 760, Sydney, N.S. Duties begin September 1, 1974. Applications will be received until the position is filled.

MECHANICAL ENGINEERING

UNIVERSITY OF NEW BRUNSWICK. **Department of Mechanical Engineering.** Applications are invited for a faculty position in the Department beginning July 1, 1974. The position is open at the ranks of Assistant to Associate Professor. We are particularly interested in applicants specializing in Industrial/Production Engineering and Systems/Controls to conduct undergraduate teaching and graduate research. The ability to develop laboratories and to conduct combined theoretical and experimental research are required qualifications. A Ph.D. or equivalent, industrial experience and registration as a Professional Engineer are desirable. Salary minima (1973-74 scales) are: Assistant Professor — $11,500, Associate Professor — $15,000, Full Professor — $19,000. Persons interested should submit resumes of personal data, education, professional experience, and publications together with the names of three references before April 15, 1974. Correspondence and requests for additional information should be directed to Dr. J. E. S. Venart, Professor and Chairman, Department of Mechanical Engineering, University of New Brunswick, Fredericton, N.B., Canada E3B 5A3.

UNIVERSITY OF WATERLOO. **Department of Mechanical Engineering.** Applications are invited for the position of Assistant or Associate Professor. Masters/Doctorate or equivalent in tribology with some industrial experience. Will teach undergraduate and graduate courses in lubrication and mechanics; undertake research and graduate supervision in tribology with emphasis on lubrication. Salary minima: Assistant $12,300. Associate $15,900. Appointment on or about September 1, 1974. Reply to Profesor D. J. Burns, Chairman, Department of Mechanical Engineering, University of Waterloo, Waterloo, Ont., Canada.

MICROBIOLOGY

UNIVERSITY OF GUELPH. **Department of Microbiology.** Applications are invited for an Assistant Professor, initially contractually limited, with Ph.D. and post-doctoral training and teaching experience. Duties include teaching and independent research in applied microbiology as it relates to microbial productivity. Send c.v. and names of three referees, by June 15, 1974, to Dr. D. C. Jordan, Microbiology Department, University of Guelph, Guelph, Ont., Canada N1G 2W1.

MUSIC

BRANDON UNIVERSITY. **School of Music**. Performing 'cellist with teaching experience required as sabbatical one-year replacement. Teaching will include 'cello, double-bass, and either First Year Theory or Music Appreciation. Appointment effective September 1, 1974. Applications should be sent to Professor Lorne Watson, Director, School of Music, Brandon University, Brandon, Man., Canada.

NURSING

LAURENTIAN UNIVERSITY. **School of Nursing.** Laurentian University invites applicants for the 1974-75 session to teach in all clinical nursing fields in a School of Nursing offering preparation toward a B.Sc.N. degree. Opportunity

to participate in designing a new nursing curriculum in a young and growing university which serves North Eastern Ontario. Master's qualifications in clinical specialty preferred. Salary and rank commensurate with qualifications and experience. Bilingual (English-French) preferred. Apply to Miss Alma E. Reid, Acting Director, School of Nursing, Laurentian University, Sudbury, Ont.

UNIVERSITY OF SASKATCHEWAN. **College of Nursing.** Lecturer or Assistant Professor. Faculty members required to teach in several clinical nursing fields — maternal — child nursing, intensive care nursing and community nursing. Master's degree in clinical specialty preferred. Teaching responsibility in basic B.S.N. program and the B.S.N. program for registered nurses. Apply to Dean, College of Nursing, University of Saskatchewan, Saskatoon, Sask. S7N 0W0 by May 1, 1974.

PATHOLOGY

UNIVERSITY OF GUELPH — ONTARIO VETERINARY COLLEGE. **Department of Pathology.** Resident internship available in diagnostic pathology and clinical pathology leading to a diploma, with stipend of $7,200 for a 3 semester program — one calendar year. Enrolment normally occurs in the period May 1 to September 1, but a program may also begin on January 1. Enquiries should be addressed to the Chairman, Department of Pathology, Ontario veterinary College, University of Guelph, Guelph, Ont. N1G 2W1.

McGILL UNIVERSITY. **Speech Pathology.** Speech Pathologists: Montreal, teach courses in Organic Disorders: to include aphasia, cerebral palsey, dysarthria and cleft palate; 1 year teaching appointment; to $16,000; September 1, 1974; K. K. Charan, Ph.D., Director School of Human Communication Disorders, McGill University, 1266 Pine Avenue W., Montreal, Que. H3G 1A8. **School of Human Communication Disorders.** Title of position: Assistant Professor. Qualifications: Ph.D. Nature of duties: teach graduate courses in Organic Disorders; to include asphasia, cerebral palsey, dysarthria and cleft palate. Salary: to $16,000. Person to whom you should write: Dr. K. K. Charan (as above).

PHILOSOPHY

ST. THOMAS UNIVERSITY. **Department of Philosophy.** Applications are invited for one position at the rank of lecturer, effective July 1, 1974. This appointment is for one year only, as sabbatical replacement. Salary commensurate with qualifications and experience. Qualifications: Ph.D., completed or nearing completion. Responsibilities: Three undergraduate courses, one of which will be a freshman introduction. Apply, sending *curriculum vitae* to The Rev. R. O'B. Waugh, Chairman, Department of Philosophy, St. Thomas University, Fredericton, N.B., Canada.

PHYSICAL EDUCATION

ST. FRANCIS XAVIER UNIVERSITY — SYDNEY CAMPUS. **Department of Physical Education.** Applications are invited for a Lecturer in our Physical Education and Athletics Department for the new Post Secondary Institution in Cape Breton as of July 1, 1974, when St. F. X. University (Sydney Campus) and the Nova Scotia Eastern Institute of Technology merge. The requirement is a Master Degree. Duties will include the teaching of Physical Education to first year students (Physical Education majors), Varsity and Intramural activities for women, assisting in initiation of new programs. The salary range is $9,400 upwards depending on number of years' university teaching experience. Write: Carl R. Buchanan, Senior Professor, Department of Physical Education, St. F. X. University (Sydney Campus), P.O. Box 760, Sydney, N.S. Duties begin September 1, 1974. Applications will be received until the position is filled.

PHYSICS

UNIVERSITY OF GUELPH. **Department of Physics.** Applications are invited for an assistant or an associate professor or professor for teaching and research in biophysics. Candidates should hold a Ph.D. degree and have several years experience in physics. A strong preference is expressed for a current interest in theoretical biophysics, although previous work might be in other areas of physics. Salary minima are: Assistant Professor $12,350, Associate Professor $15,800, Professor $20,100. Applications should be addressed to Dr. P. A. Egelstaff, Chairman, Department of Physics, University of Guelph, Guelph, Ont., Canada.

UNIVERSITY OF GUELPH. **Department of Physics.** Applications are invited for an Assistant, Associate or Full Professor for teaching and research in Physics. Candidates should hold the Ph.D. degree and have several years' experience. The candidates research area should coordinate with present departmental activities. Research programs emphasized within the department include metal physics, condensed matter physics, and the application of nuclear physics techniques to the study of liquids, metals and atomic processes. A preference is expressed for a Theoretical Physicist although outstanding Experimental Physics may apply. Physicists who have recently changed fields will be considered. Salary minima are Assistant Professor $13,350, Associate Professor $15,800, Professor $20,100. Applications should be addressed to Dr. P. A. Egelstaff, Chairman, Department of Physics, University of Guelph, Guelph, Ont. N1G 2W1, Canada.

UNIVERSITY OF NEW BRUNSWICK. **Division of Science and Mathematics — Physics.** Applications are invited for the position of Assistant Professor of Physics within this division. Candidates should hold a Ph.D. degree and have teaching experience. Research background should be in experimental nuclear physics, preferably low-level gamma spectrometry. The successful candidate will be expected to participate actively in the current program of research involving low-level spectrometry and activation analysis. Salary minimum (1973-74); $11,500. Applications should be addressed to Dr. E. Stanley, Dean of Faculty, University of New Brunswick, Saint John, N.B., Canada.

ROYAL ROADS MILITARY COLLEGE. **Department of Physics.** A vacancy exists for an Assistant Professor within the salary range $12,150 to $17,100 *per annum,* effective 1 September 1974. The duties include research and teaching courses in physics and physical oceanography. A Ph.D. in oceanography is required. Interested candidates should apply directly to Dr. E. S. Graham, Principal, Royal Roads Military College, FMO Victoria, B.C. V0S 1B0.

MEMORIAL UNIVERSITY OF NEWFOUNDLAND. **Geophysicist.** Applications are invited for a faculty appointment in solid-Earth geophysics, effective September 1, 1974, rank and salary to be negotiable and commensurate with the qualifications of the appointee. A Ph.D. in geophysics, with a strong physics background, or in physics with geophysical research experience (preferably but not necessarily in an academic setting), is required. Preference will be given to applicants interested in collaborating in a field program using primarily seismological methods for investigating crustal structure in coastal areas. The Department's present research capabilities are in rock — and palaeomagnetism, magnetotellurics, gravity, theoretical global Earth and planetary physics. The appointment will include teaching duties at the graduate and undergraduate level in an expanding program. The Department offers programmes leading to the M.Sc. and Ph.D. degrees. Applications, including *curriculum vitae* and the names of three referees, should be addressed to Professor S. W. Breckon, Head, Department of Physics, Memorial University of Newfoundland, St. John's, Nfld., Canada.

POLITICAL SCIENCE

CARLETON UNIVERSITY. **Department of Political Science.** The Department has two positions open, both at the assistant or associate professor level: 1. In Canadian Government and Politics, and Methodology. 2. In Public Administration and Canadian Government and Politics — a two-year term appointment with possibility of permanent appointment. Salary in accord with appropriate rank scale. Ph.D. or equivalent required along with teaching and supervisory experience. Duties include teaching at both undergraduate and graduate levels with graduate supervision. Appointments as of July 1, 1974. Applications, with *vitae* and names of three referees should be sent before March 15, 1974 to Dr. N. H. Chi, Chairman, Department of Political Science, Carleton University, Ottawa, Ont. K1S 5B6.

DALHOUSIE UNIVERSITY. **Political Science/Public Administration.** Applications are invited for a position in Political Science with specialization in Canadian Government and Public Administration. The position will be filled as early as possible, taking effect July 1, 1974. The Department offers B.A., M.A., and Ph.D. degrees in Political Science and certificate, diploma and masters programmes in Public Administration. Teaching responsibilities will be oriented toward the Public Administration programmes. Salary and rank will depend on qualifications and experience. Application, including a *curriculum vitae* and three references, should be addressed to Dr. K. A. Heard, Chairman, Department of Political Science, Dalhousie University, Halifax, N.S.

LAURENTIAN UNIVERSITY. **Department of Political Science.** Applications are invited for two one-year replacement positions. Bilingual preferred (English and French). One position specializes in Canadian Public Administration; the other in Micropolitics. The rank is open and salary is commensurate with qualifications and experience. Effective date of appointment: July 1 or September 1, 1974. Applications should be addressed to Dr. Rand Dyck, Chairman, Department of Political Science, Laurentian University, Sudbury, Ont.

UNIVERSITY OF SASKATCHEWAN, REGINA. **Department of Political Science.** The Department requires a political scientist, the appointment to begin July 1, 1974, to teach undergraduate and graduate Political Theory preferably with an emphasis on Marxist and contemporary political analysis, and comparative political institutions. Rank and salary dependent on qualifications and experience. Applications including *curriculum vitae* and names and addresses of three references to be sent to Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2, before April 1, 1974.

UNIVERSITY OF WESTERN ONTARIO. **Department of Political Science.** A number of permanent and probationary appointments with rank and salary depending on qualifications. The Department is especially interested in making appointments in the field of statistical methodology, urban and regional government, Quebec politics and international relations, though other fields will also be considered. Apply to Dr. B. Kymlicka, Chairman, Department of Political Science, The University of Western Ontario, London, Ont. N6A 3K7. Appointment: July 1, 1974. Closing date for receiving applications: Until filled.

POLITICS

BROCK UNIVERSITY. **Department of Politics.** Applications are invited for up to three temporary (one year) appointments at the Lecturer or Assistant Professor level, to teach undergraduates in political theory or philosophy and Canadian politics. Salary negotiable from floors of $9,700 and $12,300. Appointments effective July 1, 1974. Applications, with *vitae*, should be sent as soon as possible to the Chairman of the Recruitment Committee, Dept. of Politics, Brock University, St. Catharines, Ont.

BROCK UNIVERSITY. **Department of Politics.** Applications are invited for an appointment at the Assistant or Associate Professor level, to teach graduates and undergraduates, in public administration plus one other field. Salary negotiable, from floors of $12,300 and $15,500. Appointment effective July 1, 1974. Applications with *vitae*, should be sent as soon as possible to the Chairman of the Recruitment Committee, Dept. of Politics, Brock University, St. Catharines, Ont.

PSYCHIATRY

UNIVERSITY OF SASKATCHEWAN. **Department of Psychiatry, Section of Child and Youth Psychiatry.** The Department has an opening for a Consulting Psychiatrist with special interest in Student Health, developmental problems and general child and adolescent services. Applicants should be especially aware of the community aspects of Child Psychiatry and be prepared to offer indirect consultation to schools, social services, as well as direct consultation. The Post carries teaching and research responsibilities through a college of Medicine appointment. Address enquiries to Dr. I. M. McDonald, Professor and Head, Department of Psychiatry, University of Saskatchewan, Saskatoon, Sask. S7N 0W8.

PSYCHOLOGY

UNIVERSITY OF ALBERTA. **Department of Educational Psychology.** Applications for up to three Assistant Professorships (depending on forthcoming budget decisions) are invited. Candidates should hold a Ph.D. (or very near completion) and have special competence in one or more areas such as special education, vocational counselling, developmental psychology, language and cognition, learning and instruction, psychodiagnostic testing, social psychology of education. Duties include teaching at all levels as the need arises, research and supervision of thesis research at Master's and Ph.D. level. Salary: $13,125 - $17,198. Applications with *curriculum vitae* and names of three referees should be submitted to Dr. W. H. O. Schmidt, Chairman, Department of Educational Psychology, University of Alberta, Edmonton, Alta. T6G 2E1 by May 17, 1974.

LOYOLA OF MONTREAL. **Department of Psychology.** Applications are invited for the position of Chairman of the Department. The appointment to the chairmanship is for a period of three years with the possibility of renewal. The salary will be appropriate to the qualifications of the appointee. The appointment will become effective September 1, 1974. Applicants should write to Personnel Committee, Department of Psychology, Loyola of Montreal, 7141 Sherbrooke Street West, Montreal, Que.

MEMORIAL UNIVERSITY OF NEWFOUNDLAND. **Department of Psychology.** Assistant or Associate Professor to teach graduate and undergraduate courses in Personality and Social Psychology. Emphasis is placed on teaching personality. Ph.D. with teaching and research experience is required. Salary competitive. Closing date for application is May 15, 1974. Apply to Dr. G. R. Skanes, Head, Department of Psychology, Memorial University of Newfoundland, St. John's Nfld. A1C 5S7.

UNIVERSITY OF SASKATCHEWAN, REGINA. **Department of Psychology.** Teaching positions, appointments to begin July 1, 1974, for 10 months. Salary approximately $10,500 for 10 months, funds permitting as anticipated from forthcoming budget. Students now completing Ph.D. programs and capable of teaching classes in personality-social, developmental, clinical areas may be most interested. Applications including *curriculum vitae* and names and addresses of three references to be sent before May 1 to Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2.

PUBLIC POLICY

UNIVERSITY OF MANITOBA. **Department of Public Policy.** Faculty of Ad-Administrative Studies. Applications are invited for a teaching position in Public Policy. Preference will be given to applicants who possess a Ph.D. Salary ranges from $12,000 to $14,000 depending upon qualifications. The duties will include undergraduate teaching. Applicants should submit *curriculum vitae* to S. Trachtenberg Professor and Head, Department of Public Policy, Faculty of Administrative Studies, University of Manitoba, Winnipeg, Man. R3T 2N2. Position will begin July 1.

RECREATION STUDIES

UNIVERSITY OF WATERLOO. **Department of Recreation.** Position: Assistant, Associate or Full Professor. Earned doctorate in recreation or related area preferred, university and/or professional experience desired. Salary and rank commensurate with experience and ability. Duties: Teaching and research in one of the following areas: 1. Outdoor recreation and education. 2. Therapeutic Recreation. 3. Recreation and Park Administration. 4. Leisure Studies. Closing date April 15, 1974. Send *curriculum vitae* to Dr. G. C. Godbey, Acting Chairman, Department of Recreation, University of Waterloo, Waterloo, Ont.

UNIVERSITY OF WATERLOO. **Department of Recreation.** Position: Assistant or Associate Professor. Earned doctorate in Recreation or related area

preferred, university and/or professional experience desired. Duties 1. Teach undergraduate course work in the area of therapeutic recreation. 2. Undertake research relating to therapeutic recreation. 3. Participate in the initiation of a master's degree program, tentatively expected to commence in 1975. Closing date: April 15, 1974. Send *curriculum vitae* to Dr. G. C. Godbey, Acting Chairman, Department of Recreation, University of Waterloo, Waterloo, Ont.

SOCIOLOGY

SAINT MARY'S UNIVERSITY. **Department of Sociology.** Applications are invited for a position as Associate Professor. Responsibilities will consist of teaching undergraduate (including honours) students. Applicants should have a Ph.D. and teaching experience. Date of appointment, September 1, 1974. Apply to Dr. John B. Owen, Dean of Arts, Saint Mary's University, Halifax, N.S.

UNIVERSITY OF SASKATCHEWAN, REGINA. **Department of Sociology.** Anticipates appointing a Sociologist for academic year beginning 1 July 1974 to teach at undergraduate and graduate levels; rank and salary dependent on qualifications and experience. Applications including *curriculum vitae* and names and addresses of three referees to be sent to Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2, by 1 April 1974.

LUTHER COLLEGE — UNIVERSITY OF SASKATCHEWAN — REGINA. **Department of Sociology.** 1. Rank: Lecturer or Assistant Professor. 2. Academic Qualifications: Ph.D. or near Ph.D. 3. Academic Responsibilities: Teaching undergraduate classes. 4. Present Salary minima: Lecturer, $9,225; Assistant Professor, $12,000. 5. Apply to: Dr. A. A. Krentz, Academic Dean, Luther College, University of Saskatchewan, Regina, Sask. 6. Duties to commence September 1, 1974. 7. Apply before May 1, 1974.

UNIVERSITY OF WATERLOO. **Department of Sociology.** Position: Assistant or Associate Professor in Sociology Department; one or two positions. Also a Visiting Full Professor. Qualifications: Ph.D.; publications; active programme of research. No limitations as to field of specialization. Canadian research interest or experience desirable for the Assistant or Associate positions. Nature of Duties: Teaching undergraduate and graduate courses; work with graduate students. Salary and rank: Commensurate with qualifications and experience. 1973-74 salary floors are: Assistant Professor $12,300; Associate Professor $15,900; Full Professor $20,800. Date of Appointment: July 1, 1974. Write to Chairman, Department of Sociology and Anthropology, University of Waterloo, Waterloo, Ont. N2L 3G1.

UNIVERSITY OF WINDSOR. **Department of Sociology and Anthropology.** Applications are invited for a one-year appointment beginning July 1, 1974 in Sociology. Ph.D. and Introductory course teaching experience preferred. Applications to Prof. T. H. White, Department of Sociology and Anthropology, University of Windsor, Windsor, Ont. N9B 3P4.

URBAN STUDIES

YORK UNIVERSITY. **Urban Studies Program, Assistant Professor.** Preference will be given to a person with a doctorate in the social sciences who has experience with Canadian urban problems. It is an interdisciplinary undergraduate program that is student oriented and stresses team teaching and field work. Core team members have backgrounds in sociology, social psychology, urban economics, political science, geography and community planning. Send *vitae* to Jerome T. Durlak, Urban Studies Program, York University, 4700 Keele Street, Downsview, Ont.

VETERINARY MEDICINE

UNIVERSITY OF GUELPH — ONTARIO VETERINARY COLLEGE. **Department of Clinical Studies.** A number of residencies have been established in the Department of Clinical Studies. Positions are available in Small Animal Medicine, Large Animal Medicine, Reproduction, Ambulatory Clinic, Anesthesiology and Radiology. Applicants should have at least one year of practical experience as the primary function of the Resident will be to oversee the Interns and to participate in clinical teaching at the undergraduate level. The positions will be available from August 1, 1974 to terminate no later than July 31, 1976. The applicant must be eligible for a license to practice Veterinary Medicine in the Province of Ontario. Enquiries regarding these positions can be made to Chairman, Department of Clinical Studies, Ontario Veterinary College, University of Guelph, Guelph, Ont., Canada.

UNIVERSITY OF GUELPH — ONTARIO VETERINARY COLLEGE. **Department of Clinical Studies.** The Department requires an Assistant Professor with an advanced degree in Theriogenology. The main duties are the teaching of all aspects of animal reproduction at the undergraduate and graduate level. Applicants should have teaching experience and must be licensed or present eligibility for licensing to practice veterinary medicine in Ontario. Enquiries concerning this position (available August 1, 1974) should be made to Chairman, Department of Clinical Studies, Ontario Veterinary College, Guelph, Ont., Canada. Selection of the successful applicant will be made on recommendation of a selection committee.

UNIVERSITY OF GUELPH — ONTARIO VETERINARY COLLEGE. **Department of Clinical Studies.** A senior position, up to full professor, in Small Animal Surgery is available in the Department as of August 1, 1974. An interest in general surgery of all species of small animals will be required of the successful applicant. The main duties of the applicant will be to teach Small Animal Surgery at the undergraduate and graduate level and to participate as a clinician in the Veterinary Teaching Hospital. The applicant must be eligible for licensing in the Province of Ontario. Advanced degree, teaching experience and Board certification or eligibility for Board certification would be desirable. Academic rank and salary will be commensurate with experience and qualifications. Enquiries regarding the position can be made to Chairman, Department of Clinical Studies, Ontario Veterinary College, Guelph, Ont., Canada.

VISUAL ARTS

UNIVERSITY OF SASKATCHEWAN, REGINA. **Department of Visual Arts.** Appointment to commence July 1, 1974. Rank and salary dependent on qualifications and experience. M. F. A. desirable but not essential. Extensive professional background in sculpture. Teaching experience preferred. To teach introductory and advanced classes in sculpture. Send *curriculum vitae* and names and addresses of three references to Dean of Arts and Science, University of Saskatchewan, Regina Campus, Regina, Sask. S4S 0A2.

ZOOLOGY

UNIVERSITY OF BRITISH COLUMBIA. **Department of Zoology.** Applications are invited from Ph.D's with demonstrated ability in effective teaching first year biology; competence in any field of research. One, possibly two, assistant professors. Must be capable of making a positive contribution to teaching large class in introductory biology and to graduate program. Salary range $10,000 to $15,000. Apply to: Head, Department of Zoology, University of British Columbia, Vancouver, B.C. V6T 1W5. Appointment effective July 1, 1974, or by negotiation. Closing date: when position filled.

UNIVERSITY OF TORONTO. **Department of Zoology.** Applications are invited for four positions as Assistant Professor in the Department of Zoology, tenable from July 1, 1974. The vacancies are in the fields of 1. Genetics 2. Animal Behaviour 3. Aquatic invertebrates 4. Vertebrate Physiology. The successful applicants will be required to teach at both the graduate and undergraduate levels and to develop a research programme in their area of specialty. The positions are established, with a minimum salary of $12,300 per annum, negotiable. Applicants who should have completed their Ph.D. and have Postdoctoral or similar experience, should send a *curiculum vitae* to Professor D. A. Chant, Chairman, Department of Zoology, University of Toronto, Toronto, Ont. M5S 1A1, to reach him not later than March 31st, 1974.

SPUS obtains certification

After a thirty month struggle, the Syndicat des professeurs d'université de Sherbrooke (SPUS) was granted certification by the Quebec Department of Labor on February 5, 1974.

Professors at the university organized into faculty unions in the Fall of 1971, but the administration objected to this arrangement. After two more attempts and a similar number of objections, the faculty members formed a university-wide union (SPUS). It is this union, which includes in its unit all faculty members except those teaching engineering on the West campus and medical faculty on the East campus, that received certification on February 5. Similar unions are in the process of being formed at the University of Montreal and Laval.

Certification will provide the faculty with legal status to negotiate their working conditions with the administration and will result in written and precise definitions to be used in discussing faculty members' rights. In the past, these were open to broad and varied interpretations.

The advent of a certified faculty union at Sherbrooke is an important event. Sherbrooke is the first "traditional" university to have a certified general union. Previously, the only certified unions of university teachers in the province were found on the various campuses of the University of Quebec and in single-discipline schools of faculties such as Engineering at Sherbrooke and the Ecole Polytechnique de Montreal.

According to the latest available information, the next phase in the fight for certification is to encourage unionization of faculty at all Quebec universities and organize them into a province-wide labour federation.

Recently, Quebec university professors and other personnel in the semi-public sector have discovered that frequently they are negotiating with the Department Education or even the Quebec Treasury Board. The espousal of certification is seen as a means to counteract this government presence through organization and collective bargaining on a provincial scale.

15 Million Dollar Gap between Needs and Resources for Quebec Universities

by Pierre Leahey (FAPUQ)

There was a 5% increase in the Quebec student population in 1973-74. According to the Quebec's Department of Education criteria, the overall government grant to the universities should have been adjusted accordingly. However, the total amount to be distributed among the universities has been determined in April 1973, long before the final student figure became known. When the information on the real number of students became available, the Department of Education, following its own criteria for financial grants, was forced to adjust its figures upwords by approximately 15 million dollars.

However, the Provincial Treasury Board did not approve this increase, and the Quebec universities will have to live through the 1973-74 on a grant of 230 million while the actual needs dictate the figure of 245 million.

The Department of Education uses a "historical" formula to calculate the total grant to Quebec universities. The name is derived from the practice of calculating the needs for one year from the examination of the expenses of the previous year. Not the real expenses of the previous year, but the expenses "considered" necessary by the Department.

Essentially the formula starts out with the considered expenses for the previous year, adjusts the figures for increases in salary and other expenses, including new programs introduced in the previous year, totalling up to a figure which is said to represent the finances necessary to operate at the level of the preceding year. The total is then raised according to the increase in the enrolment and the creation of new and special programs. Expected revenues are then subtracted from this figure and the total grant is thus arrived at.

The intricate juggling is somewhat simplified here. During the process, the Department of Education comes to know that the final results will be higher than the amount made available by the Treasury, which, for 1973-74 was determined as early as April 1973. Knowing this, the Department of Education before the final calculation "corrects," that is cuts, the "considered" expenses by the amount necessary to make the total grant equal to the amount of money available.

La fédération des Associations de Professeurs des Universités du Québec (FAPUQ), in a press conference held in Montreal in February, made clear that the ultimate result of the 15 million gap between the needs, as calculated by the Department of Education according to its own strict criteria, and the final grant, will be a decrease in the quality of teaching and research in Quebec universities since the universities will have to increase the teaching loads of professors and hire a larger proportion of teaching assistants. Moreover, because of the "historical" formula, this cut is automatically passed on to future years.

La Pension en perspective

par Georges Frappier

Le 26 novembre dernier, l'honorable Marc Lalonde donnait une allocution à la *Canadian Pension Conference*, à Toronto. Dans son discours le ministre trace d'abord le bilan du Régime de Pensions du Canada, analysant sa force et sa faiblesse et proposant des améliorations pour un avenir prochain. Mais, plus intéressant encore, il soulève une série de questions qui feront l'objet d'études approfondies au Ministère de la Santé et du Bien-être social pour les prochaines années.

Parmi ces questions, il y en a au sujet des régimes privés de pension. On se rappellera que tout travailleur canadien peut actuellement être couvert par un seul ou par deux régimes très distincts. Le Régime de Pensions du Canada (ou le Régime de Rentes du Québec) assure un revenu maximum de $1,089 ($3,000 en 1980) pour tous les travailleurs à leur retraite. Et parmi les travailleurs d'aujourd'hui, 40% sont aussi couverts par l'un ou l'autre des 16,000 régimes privés existant au Canada. Face à cette réalité et ayant à coeur "de veiller à ce que les régimes publics et privés poursuivent un objectif commun, celui d'assurer à leurs cotisants respectifs le niveau maximal de la prestation," le ministre Lalonde nous soumet entre autres certaines questions au niveau des politiques du Régime. "L'une d'elles a trait à la protection qu'assurent les régimes de pensions privés: le fait que seul, 40% de la population active soit protégé par ces Régimes peut-il être considéré comme question relevant des politiques de l'Etat?"

"L'autre question s'adresse à l'étendue de la portée des Lois sur les normes des prestations de pensions. Celles-ci sont en vigueur dans quatre provinces seulement de même que sous la juridiction fédérale, bien qu'il faille admettre que cette double juridiction couvre la majorité des régimes actuels."

Comme on le voit, l'étude qui s'amorce tâchera d'éclairer la décision à prendre, à savoir si on ne devrait pas remplacer les régimes privés de pension par un seul régime national. Selon toutes apparences, c'est à cette étude que s'emploiera, à titre de consultant, l'ancien ministre des affaires sociales du Québec, Claude Castonguay.

Le discours de Marc Lalonde, prononcé en novembre dernier, n'est que l'ouverture d'un débat qui peut prendre des proportions considérables. Le ministre lui-même entend bien recevoir l'appui et la participation du peuple canadien. Pour une bonne part, il dépend de nous de voir à ce que nos gouvernants visent "non pas au minimum mais au maximum dans la mesure du possible et du realisable."

solicited opinions from referees outside the institutions to give an appraisal of teaching competence and scholarship — though this brings up a number of new problems in connection with the confidentiality of the information so given. Perhaps the most interesting attempt to obtain independent assessments of the work of the faculty is at Queen's University, where, in the Faculty of Applied Science, an advisory committee of practising engineers arranges interviews with students to get opinions on curriculum and teaching effectiveness; the advisory committee meets with the Dean annually to discuss what they have been able to find. Before leaving the question of criteria for merit pay it is worth citing the example of a Maritime university which recently made at least one of its criteria for satisfactory performance commendably explicit: in a memorandum to all faculty, the President wrote, "It is very definitely an obligation of professors to be at graduation. I shall take into account the 1972-73 performance in any 1973-74 contracts, promotions, or salaries."

So far I have devoted considerable space to the mechanics of merit scemes, but little space to their rationale. This is perhaps a little topsy turvy, but I have a suscipicion that the order of events reflects fairly accurately the way at least some Canadian universities developed their merit pay schemes. The two quotations at the beginning of the article are typical of the sorts of responses received in answer to my request for some justification of merit pay. "The philosophy of the procedure is to reward excellence, and not to reward mediocrity," wrote the Academic Vice-President of a large Ontario university, and other administrators made the same point in slightly different words: the point is to "reward exceptional service or productivity," "to encourage serious academic research, publication and teaching"; the system is explained by "the simple wish to maintain the best quality staff, even under adverse financial circumstances." Furthermore a majority of respondents, both from the faculty associations and university administrations, seem to be strongly in favour of merit pay, since, after all, "some instructors are more competent and/or more energetic than others." "The principle seems unassailable" said one university Vice-President, and his words were echoed just as succinctly by the President of the faculty association at Alberta who wrote simply that "merit increases are essential."

THE UNIVERSITY OF CALGARY

Faculty of Arts and Science

The Department of History at the University of Calgary has an opening in Canadian History beginning July 1, 1974. The appointment will be made in the area of either French Canadian History **or** Native History in Western Canada. Candidates with a completed doctorate will be preferred in the selection process. The appointment will be made at the level of Assistant Professor for a two-year term, salary being commensurate with teaching experience. A removal allowance of up to two months' salary is also available from the university.

Applications, complete with curriculum vitae and the names of three referees, should be forwarded as soon as possible to:

Dr. A. W. Rasporich,
Head, Department of History,
The University of Calgary,
Calgary, Alberta, Canada.
T2N 1N4.

THE UNIVERSITY OF CALGARY

Problems

At the same time, although the survey indicated considerable support for some system of rewarding superior performance, it also provided some frightening insights into the large number of problems that surround methods of implementing existing merit pay schemes. The primary question is how to ensure a system which is fair — fair both to those being rated, and indeed to those doing the rating. There is also the problem of devising a system which *looks* fair. After inspecting the details of several systems I began to suspect that, paradoxically a number of institutions have schemes whereby justice appears to be done, but, at an individual level, may not in fact *be* done.

The question of fairness has many aspects, and perhaps the chief difficulty lies in the adequate specification of criteria, and the objective measurement of performance within these criteria. "In my view, a policy with regard to merit increases should attempt to define those activities which the university is willing to reward by merit increases", writes the Vice-Provost of one of Canada's most distinguished universities. True, but how to do this? The problem is compounded when faculty members lack insight into their own performance, and one department chairman lamented woefully that all the members of his faculty regarded themselves as equally and highly meritorious. The opposite side of this coin is the department chairman who refuses to enter into the spirit of the game, and is reluctant to judge any of his peers unsatisfactorily: as one university President put it: "Administrative officers are always somewhat inclined to grease squeaking wheels."

Even where complex procedures have been established (and some of them I have examined are very complex indeed), minor irritating snags remain. One Academic Vice-President wrote of the "bunching effect" which tends to occur at the top of each rank in the absence of overlapping scales, causing dissatisfaction to those clustered around the ceiling. The usual administrative answer here is to simply abandon ceilings for each rank, an argument which is often countered by faculty associations who tend to maintain that if a teacher is worth extra salary he is also worth the elevated status that higher rank implies. This may be linked to the impression, reported by some respondents, that merit increases are on the whole unpopular with junior faculty but popular with those in senior ranks. There is also the question of how the merit pot is to be divided, bearing in mind it is likely to be a fairly small part of the total sum available for increased salaries: many feel that to give a large number of awards, but in relatively small amounts, diminishes the whole impact of incentive schemes; on the other hand there is some evidence that giving very large merit increases to one or two people can promote dissatisfaction and even jealousy among faculty. Many respondents spoke critically of disparities between different departments in their university, often apparently resulting from the particular view of merit held by the department chairman: some department chairman recommended everyone year after year, while others recommended virtually no one. The university-wide committee is supposed to cope with this problem, but in practice this may be very difficult where specialized publications and research, or unverifiable "teaching ability" is being put forward as a reason for special treatment. The disparities between salary scales for different groups of faculty, especially the professional schools, has already been

mentioned: sometimes bitterness can occur when attemps are made to magnify these disparities in the general promotion committee. Some respondents mentioned the dire need for increased student input, especially where evaluation of teaching is concerned. On the other hand some universities do have student input, and still seem to face considerable difficulties with their merit schemes. And if students are needed to evaluate teaching fairly, should not the general community be called upon to evaluate "service" contributions which figure so frequently among the criteria for merit?

Finally there is the problem of confidentiality or "disclosure". Where a faculty member is obviously meritorious and opinions of his scholarship and teaching speak in glowing terms there is clearly no difficulty about revealing the sources of opinion on his work. However, when a university teacher has been denied a merit increase he believes he deserves, or where he is being recommended for "demerit" then the evidence from third parties — colleagues, students, or outside referees — may be given more reluctantly if sources are to be made explicit. The Academic Freedom and Tenure Committee of CAUT recently adopted a policy of insisting upon free access to files, especially where outside referees are concerned, in matters of tenure and promotion.* I personally would be in favour of extending this idea of full disclosure to merit proceedings, but there is no doubt that this would require long and hard negotiations before the idea could be accepted readily by university administrations, let alone the faculty at large. Indeed, in at least one university this problem has resulted in a breakdown in the merit scheme for the coming academic year: the University of Western Ontario have suspended their merit system for 1973-74 and instead will distribute merit funds equally among all faculty. The chairman of the local association writes that "all of us are therefore equally meritorious, to the tune of a sum that will fall between $500 and $540 . . . This outcome followed a refusal by the administration to accept the measures of disclosure that were sought by our salary bargaining committee in regard to merit. Their counter was the offer to hold in abeyance the previous calculation of merit for 1973-74 and to engage with us in a joint review of the whole question of merit."

* See CAUT Policy Statement on Release of Information on Faculty — adopted by CAUT Council in May 1973, Charlottetown, P.E.I.

Some Cautionary Words

I began this article by saying that the survey reported was a fairly comprehensive one, but that my interpretation was entirely personal. My sifting through the many hundreds of letters and documents on this question, and my own experience as a faculty association observer for a year on a general promotions committee have yet to convince me that merit schemes are not more trouble than they are worth. However, for any institution which does not have such a scheme (as far as I can tell there are only about three!) and who wishes to make good this omission, let me suggest four vital considerations to be taken into account when devising a plan to reward meritorious performance. Firstly of course is the question of whether to have such a discriminatory system in the first place: most universities have decided in the affirmative, but I believe the underlying philosophy and rationale need to be examined extremely carefully whenever merit schemes are introduced (and for that matter after they have been introduced). Secondly, who is to decide which faculty members are meritorious and which are not: the department chairman? the faculty? The Dean? Students? the community? Linked with this question is that of *how* they are to decide — the CAUT files are open for those devotees of administrative systems diligent enough to wade through several thousand pages of documentation on existing schemes.) Thirdly is the question of how the general merit scheme, which may appear so well-defined on paper, can be related to individuals, so that at least everyone (or almost everyone) feels the system is fair on a personal basis. Fourthly, and most important, is the business of deciding just what is meritorious, and relating this to the goals of the institution. This may require the university to define its objectives in a realistic and hard-headed way — somehing which is easier said than done. An honest institution will also attempt to make explicit the way that these goals are related to faculty performance in a measurable way.

And for the larger number of universities which already have merit systems I would urge them to continue to examine their merit schemes year-by-year in the most critical way possible. At the very least I feel that some responsible body — possibly the general promotions committee if one exists — should look over merit practices during the preceding year to ensure that there are no great discrepancies between different parts of the university, that the criteria for merit are clearly understood, and that the criteria make sense in terms of what the university is trying to achieve.

PRÉSIDENT ET VICE-PRÉSIDENT
L'A.C.P.U.

L'Association Canadienne des Professeurs d'Université sollicite des suggestions de candidatures de la part de ses membres pour combler des postes de président et vice-président.
Le candidat doit être un membre de l'A.C.P.U. et son nom doit être suggéré par un autre membre de l'A.C.P.U. Les candidatures doivent être soumises avec un curriculum vitae et un engagement écrit de la part du candidat de servir à ce poste durant un an.
La correspondance doit être adressée au Prof. Charles Bigelow, au siège de l'A.C.P.U., 66 rue Lisgar, Ottawa, Ontario K2P 0C1.

German Professors and University Reform in 1973

ROBERT H. KEYSERLINGK

The West German *Hochschulverband (HVS)* represents about 8,000 full-time senior professors at academic universities. Junior professors have their own national association *(Bundesassistentenkonferenz),* while senior professors at the more numerous professional and technical schools are organized into a second senior professor's group *(Hochschullehrerbund).* While relations between the two senior professors' groups are cordial and cooperative, the same cannot be said of their contacts with the junior professors' association, which is at the moment under severe professional pressures and radical leadership. Both the senior professors' associations are essentially civil service groupings, for German professors are civil servants. Presently both groups are busy in this complex world of bureaucracy trying to stave off attempts by the German Public Service Alliance *(Beamtenbund)* to recruit and represent professors.

German professors live in a very different world from that of CAUT members. True, common academic interests and a similar political system in both countries help bridge the gap. Yet important differences outweigh these similarities when considering the framework in which the *Hochschulverband (HSV)* functions as compared to that of CAUT. Not the least of these differences lies in the post-1969 revolutionary reforms of the traditional Germany university system, a type of professional upheaval which we in Canada have not experienced. Another difference lies in the political situation. West German socialists, including both Willy Brandt's federal socialist-liberal government in power since 1968 and those running various federated states' (our provinces) governments, have put enormous emphasis on educational reform and democratization as a means towards rapid social reform. Again, no powerful radical student movement exists here as in Germany, entrenched in all university committees and prepared to strike universities, disrupt lectures and take to the streets. And finally, as noted above, German professors' associations must work within a tight state system in which universities are state institutions and professors civil servants.

A good deal of the pre-1969 university's slowness to reform was certainly due to its great achievements between 1810 and 1933. Humboldt's Prussian university reforms proved so successful that they were copied to a greater or lesser extent throughout the world. It was difficult after 1945 to admit that this system, once one of the most productive in the world and one of the few decent traditions remaining in a nation which had lost so many, should be abandoned. Therefore, it was decided after 1945 to continue along the old lines of a full-professor *(Ordinarius)*-run institution with a high degree of departmental — and ever intra-departmental-autonomy. Yet, under the pressure of growing numbers of students, the older elite-type university began to burst its seams. Growing numbers of dissatisfied students and the post-1968 socialist government of Willy Brandt heightened expectations of educational reform's social effects. Consequently, with the help of new federal-state cost-sharing programmes, three times as many students study today as did fifteen years ago. A further growth of 25% would be needed to satisfy all those who wish to enter university today. Some universities have tripled in size, while many new ones have been founded. Education has been made free and vast funds for student support have been established. Educational costs now consume 5% of GNP, and Brandt hopes to raise this to 8% by 1980. Educational costs comprise about 30% of state (provincial) budgets. Some speak of a need again to double the number of university places to accommodate a million students by 1980. Academic staffs have doubled since the early sixties and should double again by the end of this decade. Traditional faculties have been replaced by de-centralized departments *(Fachbereiche),* in which decision-making is carried out by committees consisting of closed voting blocs of senior professors, junior professors, students and other staff based on parity in socialist states or 50% senior professorial vote in others.

As though this revolution in university structures were not enough, professors' associations find themselves faced with militant radical students' associations, which have become more powerful in universities today than in the old New Left days of 1968 through their successful infiltration of the new, more democratic university committees. These new structures have proven easy victims for concerted radical attacks. They are still experimental and fluid, with the inevitable jockeying for increased non-professoral influence over teaching matter, research funds, examination requirements and hiring policies. The universities are only half-reformed at this moment. One of the HSV's victories last year was in the area of group voting policies in university committees. As a

(Note: Last year CAUT and the German Hochschulverband *(Association of University Teachers at Academic Universities) agreed to exchange reciprocal privileges. The author was asked to summarize for CAUT members the German group's activities).*

Professor Keyserlingk teaches at the University of Ottawa.

Les professeurs allemands et la réforme universitaire en 1973

En Allemagne, selon le professeur Keyserlingk, les professeurs d'université sont des fonctionnaires, et l'Association des professeurs (Hochschulverband) mène actuellement une lutte contre les efforts déployés par l'Alliance de la fonction publique allemande pour recruter et représenter les professeurs.

Les structures universitaires traditionnelles ont connu des bouleversements profonds au cours des dernières années, tandis que rien de tel ne s'est passé au Canada. Par ailleurs, les climats politiques des deux pays sont différents, et en Allemagne, le gouvernement fédéral attache une importance énorme à la réforme de l'éducation, qu'il considère comme un moyen de réforme sociale. De plus, les professeurs canadiens, contrairement à leurs collègues allemands, n'ont pas à faire face à un mouvement étudiant radical.

general rule, socialist states gave senior professors, who are full-time civil servants whereas junior or assistant professors are only part-time until named to a senior position, only 33% of the vote on committees. 398 professors in Lower Saxony took this matter to court and last year won in the Supreme Court their demand for at least 50% of the votes in committees on the basis of their constitutional right to freedom of teaching and research. But many of the old complaints concerning dire lack of space and facilities, uncontrolled length of study programmes (there are no yearly exams except in scientific or technical subjects) and unstructured study programmes have not been solved, permitting the radical students to continue to act as student spokesmen delineating real problem areas. Part of the HSV's activity is directed toward fending off unreasonable student and state demands to increase professors' teaching loads and lengthen the academic year to solve the student overpopulation problems. The association's main argument here is based upon the research needs and other public functions of professors, which may not be cut down. Amusingly enough, to parry these moves HSV threatens to call for implementation for professors of the civil servant's 40-hour week. On the university level, HSV members spend a good deal of their time fending off radical students and the new administrative patriarchs, the reform presidents, who replaced the old domination of full-professors.

THE UNIVERSITY OF CALGARY

Faculty of Business

Applications are invited to fill vacancies in Accounting, Management, Business Policy and Administration:

Salary range*:

Assistant Professor	($13,200 to $17,250)
Associate Professor	($17,300 to $22,900)
Full Professor	($22,950 to —)

(* for 1973-74)

Appointments Effective: July 1 - September 1, 1974

Qualifications: Graduate degree plus professional qualification

Applications and Resumes: Dr. Stephen Peitchinis, Dean; Faculty of Business; The University of Calgary; Calgary, Alberta, T2N 1N4.

(Calgary — population approximately 450,000 — is located in the Rocky Mountain foothills)

THE UNIVERSITY OF CALGARY

At the moment, the hotest issue is the draft federal university "framework" law, which was introduced into the lower house (Bundestag) last June. It aims to set up general standards across the country (which the operative state legislation must follow and spell out) in areas of professors' duties and rights as civil servants; to re-organize the present fourteen professorial ranks and titles into four; to set up a national wage scale, outline admission numbers per area of study and to reform departmental academic programmes. This is Brandt's second attempt to bring in a federal university law. The first one failed in the early seventies due to opposition in the federal upper house (Bundesrat), which represents the federated states and was Christian Democrat in its majority. As the HSV opposes many of the provisions of this second federal draft, it now concentrates its main activity as an association on this level. At the moment, the only federal "framework" laws in regard to post-secondary education deal with relatively minor matters such as federal-state cost-sharing, which necessitated a constitutional amendment, and data collection.

Consequently, almost all the university reform so far has taken place on the states' level, with the result that until now HSV's activity has been mainly on that level. The last four years have witnessed the passage of over thirty new state laws concerning universities. Eight states have complete university laws for their areas; others partial. Because of radical student attacks, some of these reform laws have again been "reformed" backwards. The first post-1968 reform university law was passed by Berlin's Socialist Government in 1969. Long a model for others, it has proven to be too loose. In order to try to regain some control of Berlin's universities from radical elements, the Berlin government after much soul-searching and public pressure (of which HSV was a part) this year tightened the law to give the state a more active role in keeping order and setting standards at Berlin universities. The complexity of university matters is further compounded by a mass of individual states' regulations and by court decisions concerning these laws and regulations. Instead of solving problems administratively within the university, the German tradition of legality prompts testing of university laws and regulations in court. Even matters of discipline can end here. Thus, one of the test cases in which HSV was deeply interested last year concerned a professor at Trier University who left his seminar room with moderate students for his office after radical students broke up his seminar. He forbade the radicals from entering his office. Consequently, he was taken to court by the radicals for non-performance of his civil servant duties and limiting their right to learning. In this case, much to HSV's delight, the professor was upheld.

In summary, HSV's activities have become much more varied, political and dynamic in the last four years. In its effort to protect professors' rights and salaries, it has been forced increasingly to leave academe in order to deal with political realities. As a result, its membership is growing — up 16% last year — and its executive's and members' voluntary time is increasingly filled with the presentation of briefs at state and federal levels, consultations with politicians and other groups and the warding off of utopian expectations which require the democratization and radicalization of German universities. Little wonder that Canada too in the past years has benefited from a sizeable group of German professors, who have chosen to leave the academic upheavals and uncertainties of their own country for our quieter shores.

CORRESPONDENCE/CORRESPONDANCE

Inglis and Hackler Analyzed

Letters by Inglis (March, 1973) and Hackler (June, 1973) need critical analysis.

Inglis is right: we have far too many Americans on Canadian social science faculties. He is soft on the Alberta Moir report on American influences in Alberta education. That report was decisively staffed by American researchers. The sooner it is forgotten, the better. It reflects the colonial atmosphere of Alberta, under both the previous government (which mounted the Moir study) and the present government (which can comfortably ignore it or implement it — the end result is the same).

Inglis errs, however, in falling back upon population differences as the justification for favoring Canadian applicants over Americans. "It's a bit like letting the Maple Leafs play the local pee-wee team and saying that all tie games go to the little guys." Hackler shares this fudging. "Do you want to give the Stanley Cup to the pee-wee team? Whether we like it or not, American applicants tend to be superior."

Both Inglis and Hackler fail to recognize a key point: Canadian nationality is an essential condition of insight into Canadian society. This position rubs out the standard ploy that, all things equal, Canadians should get preference. Even the American-dominated Alberta sociology department supports this policy: hire Canadians only if qualifications are equal.

I suggest that qualifications are not equal if nationality is not recognized as a positive attribute. Canadian nationality, native or acquired, opens the door for an awareness of Canada's underclass, hinterland status in the American empire. It opens the door for supporting Canadian liberation. For, sooner or later, underclass hinterlands revolt against metropolitan domination by outsiders. Francophone Quebec today; Anglophone Canada tomorrow.

That Canadian nationality does make a difference may be seen in a book of recent essays on *The Influence of the United States on Canadian Development* (R. Preston, ed.; Duke University Commonwealth Studies Center, 1972). It is easy to distinguish the three Canadian writers from the ten Americans. The latter tend to underestimate Canadian-U.S. conflicts of interest; they consistently fail to appreciate the basic thrust and drift of Canadian history.

Hackler's stress on the superiority of Americans is further proof that Americans by and large are incapable of understanding Canadian society. American social scientists, with an occasional exception, are inferior to Canadian counterparts. Hackler's contrary view is paternalistic, insulting, erroneous, and a superb display of a colonial mentality.

Every Canadian social-science department needs a variety of viewpoints, and a few members from other countries — European, African, Asian, Latin American. But a preponderance of members from one foreign nation is disastrous. Many anglophone Canadian universities therefore have a "catching-up" problem. Ordinarily, they should hire no more Americans. Canadian PhDs are now available; the job market is tight. Every American hired in Canada now represents one unit of unemployment successfully exported from the United States to Canada.

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A Psychologist Out of His Element

In your *Bulletin* for October 1973, someone familiarly named "Chris Knapper" has attempted to recommend ways of improving "teaching effectiveness" at the university, despite the fact that he admits "that the criteria of effective teaching are obscure" (p. 11). Perhaps only in psychology and sociology, both disciplines of dubious scientific standing, would remedies be sought for a condition the cause of which we do not understand, and with complete disregard for an alternative position which has at least some empirical basis. As Eysenck[1] has noted in another context, "A realistic policy needs not only compassion [and in Knapper's case this means 'compassion' for the mediocre student, and the activist who wants to disrupt the functioning of the university because it is the only outlet for his hatred of society], but also knowledge . . ."; And knowledge is something Knapper conspicuously lacks.

He begins by asserting that it is "rather strange" that the university man should neglect his teaching. However, when such a neglect exists (and no one knows to what extent this is the case), the correlated reasons are rather obvious; the university man was chosen as a research specialist and enhances his reputation by successful reading, research and writing, all of which in various ways redound to the credit of the graduate students, and even to the undergraduates, both of whom come in contact with the more mature and active university mind. This is certainly of benefit to the able student. For the merely average student there is a variety of technical and community colleges, and we in Alberta have a mail-order university for those who find it difficult to do battle with the higher learning.

This is not a question of Knapper's vacuous contrast between elite and professional training. The administrators of any university would be unhinged if they ignored the fact that their most talented learners are studying law, medicine and engineering (engineers do particularly well in the tests of originality, which Knapper labels "creativity" and which as is now well-known, are relatively unreliable measures of intelligence). Two other points are worth making before we leave Knapper's thoughts on this matter. Firstly, "the pursuit of knowledge for its own sake" is not the exclusive prerogative of the elite in the "liberal arts" tradition. Lawyers, as well as philosophers and political scientists, think and write about justice; an amazing number of scientific discoveries are made by engineers, medical men and educators (the only genius who ever became a social researcher, Cyril Burt, was an educational psychologist). Secondly, the "liberal arts" university, released from the curb of domestic reality, has often provoked acrimony and fanaticism which are at odds with civilized values and original enquiry. Think of SFU, for example, from which the best university men and students have escaped long ago (T. B. Bottomore was an early instance), and at least one of Dr. Knapper's colleagues once threatened to resign if the University of Saskatchewan did not overturn its acceptance as a graduate student of one of the more active militants from Burnaby Mountain.[2]

It would indeed be strange if, as Knapper asserts, the "Oxbridge philosophy of education" haunts Canadian universities. Equating this with the "liberal arts tradition," we might, by stretching a point, find a group like Queen's, York, Mount Allison, SFU and smaller places of lesser reknown. These are not representative Canadian universities. Again, the "Oxbridge view of teaching" is that good teaching comes from an enthusiasm for one's discipline (p. 10). The obvious counter is, "What is wrong with that?" Enthusiasm for a discipline can lead to enthusiasm on the part of the student, always provided he is intelligent enough. In my experience, demands for "relevance" are usually made by a few articulate nuisances who should never have been admitted to universities in the first place.[3] Any attempt to placate them usually slakes their thirst for further demands, often for "direct democracy" or a "socialist university", which effectively negates the scholarly function of the university and makes it even more hated by the citizenry.

At last (on p. 12) Knapper reaches the nub of the problem; have we a reliable and valid method of evaluating teaching proficiency at the university level? We have not; and no amount of taradiddle on Knapper's part (p. 12) about student evaluation will solve the problem until we have a rating system with weighted dimensions about which everyone agrees. This is an unlikely arrangement of affairs;[4] as we found many years ago, if you let raters loose to make their own assessments, agreement can be reached about the top and bottom 10% of teachers, but there is widespread disagreement about the middle levels of competence where most teachers are. It is pointless even to consider evaluation by the average student, a disconcertingly large

percentage of whom are apathetic and all too willing to accept the pass mark which is all too willingly given by the modern and young professor in the "liberal arts tradition" (medical men, lawyers and engineers know that they cannot turn loose on the public such functional illiterates).

Knapper's solutions (pp. 10-11) wear a familiar look; self-scrutiny by the staff member on the basis of "feedback" from his students, together with professional courses in teaching — and this despite Knapper's previous admission that success in teaching is difficult to evaluate. Moreover, the substance of the professional courses mentioned by Knapper is either useless, or unnecessary in the sense that they are already in use.[5] To the former category belong the "psychology of the learning process" and "sociology of small group processes," both of which are palpably of little value in the sense that the best university men know little about them whereas some of the worst I have met are experts in these areas. To the latter category belong curriculum design, audio-visual techniques, counselling and so forth. Perforce every university man indulges in these.

Significantly enough, what Knapper leaves out of account are the key variables, acceptable levels of talent and willingness to work on the part of students. Given these, university men could proceed with their own discipline, their involvement in which would flow over to their waiting students. And no one would need to worry about the cash-value of courses and learning. Knapper, on the other hand, after listing all the professional courses, perversely points out that they are useless because "a doctoral degree is no longer the automatic passport to university teachings it was once considered to be" (p. 11). Galton, living 100 years ago at a more awkward time, would not have accepted Knapper's view of human potential. "The eager boy, when he first goes to school and confronts intellectual difficulties, is astonished at his progress. He glories in his newly-developed mental grip and growing capacity for application — I often notice, with admiration, how well he bears himself when circumstances suddenly thrust him into a strange position. He will display an insight into new conditions and a power of dealing with them."[6] Of course Galton was speaking of one person in 4,000 and later Burt[7] was willing to settle for one in 200. However, commitment to work is at least partly a habit and there is no reason to suppose that, despite TV, the top 10 per cent of pupils cannot be knocked into shape and make to feel responsible for the exercise of their unique talents.

A final point. Knapper asserts that university men in the Faculty of Education cannot help to provide "successful" professional courses for their colleagues. This is an unsual position; no one else has been "successful" in this venture because this elusive criterion has never been denied and agreed about, as Knapper himself admits (p. 10), and certainly Faculties of Education, principally as a result of political pressure "to get bodies into the schools,"[8] have never seriously tried to do this. That is, they have never tried to form a cadre of reliable raters to select the best teachers, and to ascertain their characteristics as a basis for future recruitment. Knapper contends that "university teaching" is too important to neglect; however, it could be benignly neglected if some attention were paid to the proper evolution of teachers in schools, an event which, however, unlikely, would send to the universities more students who were willing to work at acquiring knowledge skills of various sorts, not the least of which would be such a concern for precise writing that even a child of modest pretensions would know, as Knapper (p. 10) does not, that "principle" is a noun, not an adjective.

Scientific psychology has had its most spectacular successes with infra-human organisms, especially the rat. It is presumptuous for psychologists to pass judgement on human affairs and Dr. Knapper, having ventured into unaccustomed territory, would do well to return to his air-conditioned laboratory where, with his graduate students, he can congratuate himself about contributing to the vast heap of trivia which comes from this source.

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FOOTNOTES

1. H. J. Eysenck. **Race, Intelligence and Education**, 1971, p. 151.
2. See **The Peak** for May 27, 1971, pp. 6-7.
2. Margaret Anne Rooke. **Anarchy and Apathy**, 1971, p. 154.
4. C. C. Anderson and S. M. Hunka. "Teacher education: some problems and a proposal," **Harvard Educational Review**, 1963, 33, 74-94.
5. Educational technology might be an exception; at least medical men at the University of Alberta seem to be temporarily interested in this gimmick.
6. Francis Galton. **Hereditary Genius**, 1962 [1869], p. 57, p. 65.
7. Cyril Burt. "The inheritance of mental ability," **American Psychologist**, 1958, p. 14.
8. A phrase coined by one of the minor civil servants, sent to keep an eye on these matters by the former provincial government in Alberta. The date was 1962 and the occasion was my (unsuccessful) attempt to fail a student for very poor classroom performance.

Knapper replies . . .

I am not a great enthusiast for replies to published articles, rebuttals to those replies, and the protracted correspondence which sometimes follows. But professor Anderson's comments on "Improving Teaching Effectiveness" have appeared so long after the publication of this piece (it was included in the *CAUT Bulletin* of October, 1972) that I feel I should make some brief response, lest readers are left with an unduly misleading impression of what I had to say on the topic of university teaching.

I am sorry that Professor Anderson has apparently been irritated by the fact that I abbreviate my first name — and perhaps even by the collar-length hair shown in my picture accompanying the article! This is a pity, for it has led him to confuse my description of the state of affairs in the contemporary Canadian university with what he has taken to be my own prejudices in the area of educational philosophy. In fact I have a good deal of sympathy with his views concerning university education, especially his emphasis on thorough scholarship and an enthusiasm for the discipline which I agree, will often be transmitted to the intelligent student. I certainly see no necessary incompatibility between sound, stimulating and imaginative teaching, a high calibre of scholarship, and rigorous intellectual standards.

The facts of Canadian academic life, however, are that we are attempting to provide a university education for a much greater proportion of young people than the one in four thousand, or the one in two hundred mentioned, respectively, by Galton and Burt. Given this state of affairs, the points made in my article appear to me now just as apt as when I wrote them two years ago. The arguments are as follows. In the first place, teaching and learning are the most important functions of the university, and the primary role of the faculty member is his teaching role. Secondly, it is unfortunately the case that very little is known about what constitutes effective university teaching: one reason for this may be that it is a process which is rarely subjected to public scrutiny, and that many faculty carry out their teaching duties in isolation from any critical comments from their students or their peers. Finally, it seems to me that anything which stimulates a faculty member to examine his teaching critically will make him more aware of the processes involved. For this reason I believe that feedback from students, seminars on teaching, discussions with colleagues about the teaching process may well lead to a greater measure of understanding and improvement — goals on which, surely, even Professor Anderson and I could agree.

C. Knapper

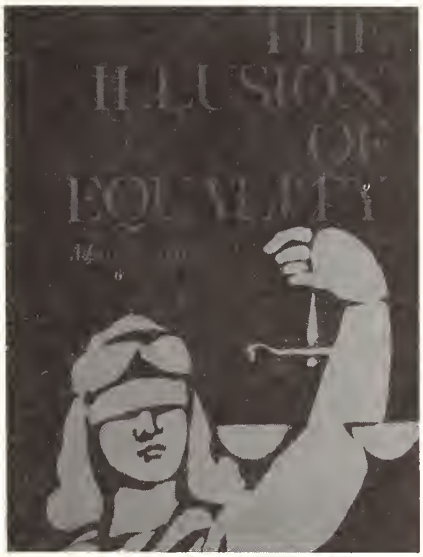
REVIEWS/COMPTES RENDUS

Education — Imperfect Panacea

Murray Milner, Jr., *The Illusion of Equality: The Effect of Education on Opportunity, Inequality and Social Conflict.* San Francisco and London: Jossey-Bass, Inc., 1972, 172 pp.

As a serious scholarly work this study has little to recommend it. It contains little of the original research data that one would expect to find in a volume of a new behavioral science series. The author's interpretations are neither original nor well substantiated. His sense of history combines the most narrow presentist view of behavioral science and the New Left's attitude that social conflict began in the 1960's. His writing style has the gracefulness of a doctoral thesis. He also manages a high degree of redundancy in only 159 pages of text. It seems not unwarranted to suggest that he could have said what he had to say in two articles.

Milner's thesis is simply that education is an imperfect panacea for economic inequality. He points out that since the end of the nineteenth century educational facilities and enrollments have steadily expanded; first secondary education, and, since World War II, higher education. In the United States, which is the location of Milner's study,



the median years of formal education rose from 8.1 in 1910 to 12.2 years in 1972. Despite this general increase in educational levels, Milner rightly concludes, there has been little change in the distribution of income. The percentage of total income received by each quintile of the population has not changed significantly since the beginning of the century. Milner is willing to grant that the economic pie has become larger, and that had educational opportunities not expanded the distribution of income would have become increasingly maladjusted. The implication is quite clear; there is no apparent correlation between overall education level and distribution of income. If society wants to reduce economic inequalities then it should attack the issue head-on. Redistribution of wealth and income is the road to greater equality, not expansion of higher education.

While Milner's argument seems incontestable it runs contrary to conventional wisdom. Many people, including a sizable number of university students and their professors, continue to believe that high educational attainment, especially higher education, guarantees social mobility; that the level of education equates rather evenly with future social status; and that educational opportunity is a guarantee of economic justice.

Those who continue to hold the conventional wisdom about the economic effect of education fail to recorganize several important trends which Milner presents with clarity. First, as he states, "The expansion of opportunities for higher education must be seen primarily as another round in our long history of status inflation." (p. 39) As education has expanded the economically transferable value of any given level has declined. Second, "children from high SES [social and economic status] families have continued to receive significantly more and better schooling than children from low SES families." (p. 144) Third, the dominant method of expanding higher education, increased government subsidies, has stimulated enrollment among the middle class rather than among the underpriviledged. Fourth, for those who attend university, social and economic status continues to have a strong influence over the type and quality school attended, progress in university, the choice of major, and enrollment and progress in graduate and professional schools. Finally, even direct student aid for higher education has had less of an equalizing effect on economic mobility than is generally supposed because lack of motivation and academic preparation are more important than lack of money among the lower class in explaining their decision not to attend university.

Although Milner's argument is neither original nor profound it does need to be reiterated. If the thesis requires a book to draw attention to itself then Milner's book has a legitimate reason for its existence, and, despite its gross deficiencies, for being assigned reading.

William E. Akin

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Faculty time: can you measure?

Report of an Enquiry into the Use of Academic Staff Time. London: The Committee of Vice-Chancellors and Principals of the Universities of the United Kingdom, 1972. Pp. 36.

Enquiries into the use of academic time seem to be one of the features of the present day. In North America demands for such enquiries frequently are only very thinly veiled punitive attempts to deal with the supposedly lazy professors. Such demands are heard despite the fact that reputable surveys (as in California and Toronto) indicate that professors like most professionals work more than the standard forty hour week. This survey from the United Kingdom gives the same results, namely that British professors on the average work 47 weeks per year at an average of 50.5 hours per week.

However the British Report was not designed for this purpose. It arose from a decision by the Vice-Chancellors to devise a survey that would assist the Universities Grants Commission "to know the relative costs in different universities of producing the same or similar first degree output . . . to assess the relative cost of postgraduate courses and training work in relation to undergraduate unit costs and thus check the validity of the present weighting factors" and to yield information about total expenditure on science research as well as "to provide the UGC with an additional tool to assist them in the exercise of their judgement in assessing the recurrent needs of the universities".

These are all significant policy matters. It is important, therefore, that any research that will influence such questions be unassailable. The Vice-Chancellors consulted the Association of University Teachers before launching this survey. Faculty associations in Canada should take note since grants commissions and other bodies in this country sometimes demand statistical information from faculty without consultation and without adequate safeguards for the maintenance of privacy. The CAUT Guidelines concerning faculty workload explicitly state that "no faculty association should agree to co-operate with any questionnaire or information-gathering in this area either

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Sanctuaries and Supermarkets

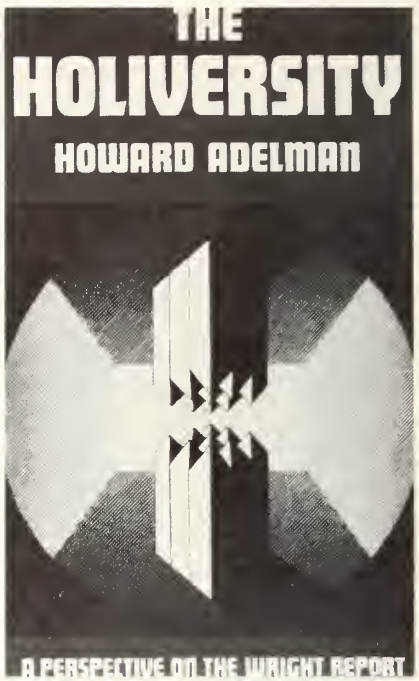
Howard Adelman, *The Holiversity: a perspective on the Wright Report.* Toronto: New Press, 1973, viii + 152.

How to review a book which analyses the draft version of a report which has been superseded by a revised final report, at a time when indications are mounting that even the latter is in the process of being swept under a large (and by now fairly lumpy) government rug?

The report in question is the Draft Report of the Commission on Post-Secondary Education (COPSE) in Ontario. Here is Professor Adelman's most general statement on his book:

"It is the thesis of this book that the Draft Report is in favour of a holiversity which is emptied of the historically essential character of the university: its role as a developer of personal character in the Sanctuary of Truth and its role as a professional training ground in the Sanctuary of Method. If the holiversity, the modern Culture Mart, is developed as a pure type to encompass the Social Service Station but to exclude the Sanctuary of Method and the Sanctuary of Truth, then we will have a university in which the core has been removed. On the other hand, if the Holiversity (with a capital 'H') can be developed not only to include the Sanctuary of Method but to re-incorporate and recreate colleges within its confines dedicated to the development of self-knowledge and personal character, then a total university will have been created."

There is a second "thesis statement" in the introduction, but it alludes to the university "shacking up" with the state for economic favors and is therefore best omitted from a scholarly review!



Thus, if your taste runs toward analyses of universities past and present in terms of Sanctuaries and Supermarkets, this book is for you. I confess to a certain weakness for structuring exercises, and a considerable urge to embroider and extrapolate such concepts as Professor Adelman's Mirror University, The Social Service Station and the modern Culture Mart are classified as examples of the Mirror University (reflects the current values of society), but is the author aware that mirrors produce reflections which are opposite, not identical, to the objects they reflect? (Raise your right hand in front of a mirror.)

There are a number of errors and distortions in the book, of which the following are a sample. Chemistry was certainly not emerging as a separate discipline at Toronto "in the first half of the twentieth century" (p. 5). It was at the beginning of this period that the Ph.D. program was started, after at least fifty years of teaching chemistry as a separate subject. The presidents of Ontario universities were never officially called COP (p. 7), although that name perhaps best symbolized the role they claimed to be playing with each other. In my opinion the CAATS were more the product of "cloning" than "proliferation" (p. 8). Cloning is a process in which a large number of identical offspring are produced from a single parent, often by transferring the genetic material (brains) of one cell to the empty shells of

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COMMISSION *Cont'd from p. 23*

by the university or by the government unless there has been prior consultation with the association or its provincial body or the CAUT and until it is certain that the information desired is relevant to the policy and that no invasion of privacy will occur".[1]

However, other questions do arise concerning this report most of which are discussed in the comments of the writers. The survey was carried out by means of diaries distributed to nearly 12,000 British professors in each of three weeks during one year. They were invited to record the use of every half hour of their time between 8 a.m. and midnight. There was clearly consumer resistance. The report indicates that only 0.4% of those approached explicitly refused to participate but the rate of return dropped from 81.2% in the first week to 54.4% completing all three weeks. The figures would seem to indicate that a growing number of professors did not consider that the time involved justified the results. Neither this issue nor the costs of the survey are discussed in this report.

The variations between universities are not especially great and most of the exceptions would be known to any intelligent observer of the British scene without an elaborate survey. It is not especially surprising that there is a larger than average amount of time spent on research at the Imperial College, the School of Oriental and African Studies and the University of Manchester institute of Science Technology. Nor is it remarkable that Heriot-Wat spends more time on undergraduate teaching than Glasgow. Sir Fraser Noble and Charles F. Carter recognize these variations in their foreword and hope that they will continue. But if that is so, why the elaborate exercise?

There are also some methodological problems in the survey. The survey attempts to allocate all administrative time to particular tasks, i.e. undergraduate course-work time, graduate research time, etc. The authors recognize the difficulty and the survey allows for a category called "unallocatable internal time". This does not seem to me to be very satisfactory, particularly since this later category on the average takes up 18% of time. Other problems arose concerning the definition of time for clinicians, the problem of demarcating between graduate and personal research particularly in the sciences, variations in the composition of student populations, and special factors which arise in new universities concerning the time involved in creating new courses and programmes. Furthermore the authors recognize that to base a weighting formula on the result of this survey would be unreasonable since one must take into account such factors as the cost per place.

The average figures turned out to be:

Sample size: 7,995 Population size: 27,272

	Percentage of working year	Mean hours per working year
Undergraduate Time	37	18.5
Graduate Course-Work Time	5	2.5
Graduate Research Time	6	3.0
Personal Research Time	24	12.0
Unallocable Internal Time	18	9.0
External Professional Time	11	5.5
Total hours worked per week		50.5
Mean number of weeks worked per year		47.0

However, it seems to me that faculty would be better off teaching, researching and evaluating their performances rather than participating in time-consuming statistical surveys like this.

Donald C. Savage
CAUT

1. "Guidelines Concerning Faculty Workload," **CAUT Handbook**, 2nd ed., pp. 123-125. See also "Policy Statement on the Release of Information on Faculty Members," **ibid.**, pp. 93-94.

WRIGHT *Cont'd from p. 24*

several others. I'm sure the CAATS will survive my snide remarks, for it is their undoubted present success that has created the scramble to claim parentage to which Professor Adelman refers.

More substantial objection can be taken to the discussion on tenure, which is presented almost entirely in the context of the United States. Perhaps this flows from the fact that the early history of CAUT is largely unwritten, but the book, if not the symmetry of the structures proposed, would have been improved by a more careful analysis of Canadian developments. The problem is not confined to tenure, for several of the statements on the position of the professoriate and university government generally are not widely applicable to Canada. We are not told, in fact, whether much of the discussion is to be taken as international, national, provincial or local.

Although the position of the faculty is dealt with at some length, the various submissions of OCUFA to the Commission gets little coverage compared to the COU submissions. Perhaps this relates to a correct perception of where the power lies, but the OCUFA briefs were discussed and approved so widely that they may properly claim to be more representative of faculty opinion.

In summary, I found the holiversity/Holiversity game to be an interesting exercise and a rough framework in which to place our present university situation in Ontario. Unfortunately, I fear that the argument for the Holiversity which partakes of the older forms of Sanctuary of Method and of Truth is not compelling. In particular, the comments about research funding and the separation of teaching from research do not at all agree with those being made by the present-day spokesmen for the Sanctuary of Method, if that is the proper category for scientists. On this subject and others, the final COPSE Report is more deserving of detailed analysis, since it will be the one on which the government is more likely to act. Even the writers of the Draft Report have conceded its serious flaws.

In case our colleagues in other provinces view this as a piece of Ontario politics only, they should consider the following maxim: There may be little worth in the Wright Report, but there's a good deal of Wright in the Worth Report.

Gordon Wood

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Higher Education Commissions: effective communication with governments key to valuable results

John Bremer at UBC: Discussions with British Columbia's Commissioner of Education, July 14, 16 and 17, 1973. (Vancouver: UBC Department of Information Services, 1973) 235 pages.

The ritual of the royal commissioner inquiring inter alia, into the role of universities is by now commonplace in the Canadian provinces. The commission may comprise one member or many. The terms of reference may encompass the entire range of educational services offered in a province (Alberta) or may be restricted to a very specific investigation (Saskatchewan). But virtually without exception a key point at issue is the consideration of the relationship between universities and governments. This continuing examination of universities by emissaries of government is symptomatic of a wider realization of government officials that they have allowed to develop and for a time generously funded a complete system of higher education which upon reflection they now find they do not fully comprehend.

In an address to the Confederation of Universities Faculty Associations of British Columbia (one of the three major addresses included in this volume) John Bremer articulates this concern of governments. In the first place, he implies, governmental personnel do not understand the functions of universities. Therefore they desire to separate the system of government, management, and accounting for each identifiable function. Secondly, governments are confused about who speaks for universities: Boards of Governors, Faculty, the President, Students or all of these? And when these constituencies disagree to whom should they listen? This leads directly to a third concern, at least in British Columbia: how is the role of the President to be defined?

Fourthly, Bremer expresses the concern about what measure of direct control is necessary to ensure that the university is responsible to a larger society. In other words, how should Boards of Governors be chosen and what should their role be. Finally governments are concerned with the internal method of university government. The present system, Bremer suggests, is not only ponderous but inflexible. "The general all pervading problem of university governments is how the provincial government can ensure that its responsibility for large sums of taxpayers money is maintained whilst leaving the university free to pursue its knowledge and do its teaching in its own way."

To those who have lived and worked in universities there is nothing new in these concerns. Indeed. a decade ago, many of us were asking precisely the same questions with the exception, perhaps, of the first. At that time the universities sponsored commissions and sought answers (Duff-Berdahl and Bladen). And universities changed — in some respects at least. For the most part, however, quantitative growth overshadowed all other changes. It is this sheer growth in numbers, both student numbers and budget numbers to which we have become so accustomed in the decade of the sixties to which governments are now reacting. They are asking under what conditions they allowed themselves to be persuaded that universities were absolutely necessary and absolutely good and should perhaps be absolutely accessible and definitely fundable. Universities are now roughly into year five of this reaction and into Royal Commission number eight or nine during that period.

The bulk of this transcript does not, however, deal with questions or the answers. It might appropriately be subtitled "Dialogues on the process or the style of a commissioner." In his second and third lectures and over and over again in the discussions, Dr. Bremer returns to the same point. He intends (hopes and expects but definitely intends) that instead of one master investigation and one master plan there will be a host of task force investigations and a host of task force ideas, attempts at innovation, and reforms. Bremer makes it absolutely clear that he expects recommendations to result from task forces of persons directly involved with the educational problems that have been identified. Thus when speaking with the faculty delegates at the meeting with CUFABC he suggests to them that a draft report suggesting changes in the Universities Act will be ready by the end of the year. If the CUFABC representatives wish to play a part in the development of these proposals he suggests they participate in the task force.

The academics listening to Bremer appeared nonplussed. Expecting a classic royal commission they encounter a commissioner who speaks in metaphors drawn from Greek classics. They have prepared for the classic university approach. But Bremer wishes to avoid the committees, the lengthy and reasoned briefs, the long debates, the submissions. "We need time" the professors argued, "after all the university mills, like the mills of the gods, grind exceeding slow although they grind exceeding fine." "Fine," answers Bremer, "We will have a new Universities Act in time for the spring legislature." (The new Act may very well, in fact, be in print before this review.)

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Ed. note. In early January of this year, B.C.'s Minister of Education Eileen Daily expressed disappointment in Commissioner John Bremer's performance of his duties and advised him that his tenure with the Commission will end on February 28. Subsequently the Commission was decentralized into a number of smaller committees responsible for specific sections within the Department of Education, and which are charged with producing sets of final recommendations for the Minister.

The Future of Higher Education in Sweden

Higher Education: Proposals by the Swedish 1968 Educational Commission. A translation of the summary. Hogskolan, Sammanfattning, SOU 1973:3 Stockholm 1973 Pp. 93.

In 1968 the Swedish Minister of Education was responding to requests from Members of Parliament and represenatives of many segments of society when he appointed a commission to work out an overall plan for post-secondary education. The full report is available only in Swedish, however, we can be thankful for this translation of the summary prepared by the Commission and attached to their final report. It is perhaps a superficial look at potential changes and the rationalization for them, however, those interested in an in-depth look at some segment of the report might correspond with the Office of the Chancellor of Swedish Universities as some sections have been translated. The book contains proposals about the future capacity, distribution and organization of higher education to be discussed by Parliament during 1974 for implementation gradually over the years 1975-1984. The four member Commission was composed of chief education officials in Sweden along with the former Director of the country's National Labour Board. They were assisted by a twenty-four member reference group that represented parliament, education and labour.

Proposals are presented throughout the book with the major thrust on planning a new system around the premise that higher education should prepare students for subsequent occupational activities. To develop this premise post-secondary education is divided into five sectors; technology, administration and economics, medicine and social work, teaching, and cultural work and information. The Commission proposes a greater emphasis in preparation for further study *and* gainful employment in the upper level of the secondary school and a reduction in the percentage of university entry lines without a stated objective. Even within the philosophical faculties it is expected that programs should become more occupationally oriented. A short section of the book argues against long coherent periods of education and in the Ivan Illich vernacular proposes an organization that will stimulate recurrent studies even to the extent of making recommendations about the security of employment during an absence for studies.

A new Office of the Chancellor of Swedish Universities and Colleges will assume the functions of the present Chancellor's office, the National Board of Education, and the Board of Schools of Social Work and Administration. The Commission feels that a more coherent organization will be the result of its recommendations to apply a definite pattern to a decentralized arrangement of services. Six regional Boards of Higher Education would manage all programs and resources through Education Committees, Program Committees and faculty sections. To ensure adequate contact between higher education and society the Education Committees are to be composed of approximately one third each of students, faculty, and others in the community, while the Board would have a fairly heavy weighting of representatives of public interests.

One would like to delve more deeply into the background considerations that led the Commission to propose the abolition of the term "degree," and favour a 160 point four year pattern with certificates presented on completion of a program or a single course. It is hoped that the proposed organization of higher education will facilitate combinations between courses and curriculum patterns at various institutions in the six regions. A common grading system is suggested for basic post-secondary education and includes Fail, Pass and Credit as standards of achievement. In many areas of the book, basic higher education is considered apart from research and research training; here an expansion of the policy toward the latter would be helpful. The Commission looks to great flexibility in these two areas in the future to facilitate faculty mobility and to allow for teacher exchanges and research activity concentrated into useful time periods.

Costs and capacity projections are presented throughout the book based on a growth rate of limited expansion geared to the manpower needs of Sweden. The Swedes readily acknowledge the fact that admission to free faculties has to be restricted because of insufficient resources in the society. In future, resources will be allocated by sector, with, in each case, upper and lower limits. In 1976 the recommended intake for all sectors of full time basic higher education has an upper limit of 42,000 and a lower limit of 37,000 with a growth factor of 2 per cent of the upper limit.

The world energy problems that seem trifling to many Canadians will surely have a harsh impact on Sweden and may well call into question a number of the Commission's proposals. However, the recommendations appear to contain a good deal of flexibility and this is an essential component in planning post-secondary education for the future.

R. J. Bowman

R. J. Bowman is Director of Student Awards and Placement at Trent University of Peterborough.

THE UNIVERSITY OF CALGARY

ACADEMIC APPOINTMENT
IN ARCHITECTURAL HISTORY
THE UNIVERSITY OF CALGARY

The faculty of Environmental Design invites applications for a teaching position in History of Architecture. Duties will include teaching in the history of thought in architecture, architectural movements and theories, and the history or architecture and human settlements. Candidates should have a master's or doctoral degree. Preference may be given to individuals with knowledge of Canadian architecture or with evident scholarly interests in this field of study.

The Faculty offers the Master of Environmental Design, with graduate study options in Architecture, Environmental Science and Urbanism. The Faculty is interdisciplinary in its composition and academic and research purposes. It is currently staffed with a broad representative complement of scientists, designers, social philosophers and members of the legal, architectural and planning professions.

Demonstrated ability in communication and scholarly accomplishments will be factors in the consideration of the candidate.

This appointment will be made at the Assistant or Associate Professor rank, commencing July, 1974.

Apply in writing, including CV and expression of interests, to:
Dean W. T. Perks
Faculty of Environmental Design
The University of Calgary
Calgary, Alberta
Canada, T2N 1N4

THE UNIVERSITY OF CALGARY

Briefly . . .

Teaching Faculty in Academe: 1972-73. Alan E. Bayer. Vol. 8, No . 2. Office of Research, American Council on Education. Washington, D.C. August 1973. Pp. 65.

This study, which bases its results on a survey of 100,000 American academics, grew out from the need to reassess views and attitudes held by college and university faculty in view of the changing conditions on U.S. campuses in the last few years.

While most of the gathered information is presented in tabular form, the over-view extrapolated from the statistics provides the reader with some interesting facts. Among these:

- a substantial proportion of faculty endorse many of the reforms taking place in academe today: e.g. basing promotions on teaching effectiveness rather than on publication; using formal student evaluations as a partial basis for faculty promotions; giving students representation on institutional governing boards and adopting collective bargaining.
- most faculty members teaching at the present time seem generally satisfied with their jobs, although 14 per cent say that if they had to do it all over again, they would not choose an academic setting. . .
- Fully three-fifths of current college and university faculty regard themselves as religious, and almost half say that they are politically conservative.

Some of the findings are less than startling, but the study, in view of the need for basic information about the profession, provides statistical data on the changes and trends experienced by our colleagues to the South.

Israel Cinman
CAUT

World List of Universities / Liste mondiale des universités, 1973-74. Eds. H. M. R. Keyes & D. J. Aitken Paris: Association internationale des universités, 1973. Pp. 482 + vii.

This book lists universities and other organizations dealing with higher education in all countries of the world. It gives a brief notation for each university indicating the address and the areas of study. It lists and describes some of the organizations in each country involved with university education. It has as well a section listing international organizations. Such a compendium depends on an efficient and accurate way of updating information. If the volume is to be judged by the section on Canada, the updating is rather haphazard. For instance both CUC and UGEQ have long since departed the scene but the editors do not seem to have been informed of this. The CAUT has had two executive secretaries since the one listed, and D.B.S. has become Statistics Canada.

Donald C. Savage
CAUT

Some Recent Additions to the CAUT Library:

Stimulus and Response: Sixth Annual Review. Council of Ontario Universities. Don Mills, T. H. Best Co. Ltd., 1972. Pp. 73.

Options: Reforms and Alternatives for Canadian Education, Terrence Morrison and Anthony Burton. Holt, Rinehart and Winston, Toronto, 1973. Pp. 425.

Does Money Matter? Prospects for Higher Education, Marion R. Porter, John Porter and Bernard R. Blishen. Institute of Behavioural Research, York University, Toronto, 1973. Pp. 304.

Post-Secondary Education in a Technological Society / L'enseignement postsecondaire dans une société technologique. Edited by / édité par T. H. McLeod. McGill - Queen's University Press, Montreal, 1973. Pp. 247. (Bilingual)

OCUFA

Applications are now being accepted for the post of Executive Associate with the Ontario Confederation of University Facutly Associations.

The successful applicant will work closely with the Executive Vice-Chairman serving the professional needs of university faculty members in Ontario and promoting the welfare of the universities. While the applicant might now be an Associate or Assistant Professor, we do not limit applications to those with a specifically academic background. The job may be full-time but consideration will be given to academic applicants who want to retain a reduced teaching appointment at a university.

The salary will be negotiated. Benefits are comparable to those prevailing in Ontario universities.

Applications should be directed to,

Chairman, Section Committee
OCUFA
40 Sussex Avenue
Toronto M5S 1J7

BREMER *Cont'd from page 25*

There are certain lessons to be learned from the exchanges in this book. We are in a new era. For better or for worse, universities are tied to governments for support and must learn to communicate effectively with government. If this transcript makes any point at all it emphasizes that we must change our form of communication. To illustrate, examine two quotations, both somewhat out of context. Dr. Bremer says, "The problem of educational change and problem of social change is not an intellectual affair. It does not deal with reasons, it deals with the passions."

In discussion CAUT's Don Savage adds, "[There exists] an academic vice in dealing with politicians. That vice is to assume that if you write a good coherent brief and send it to somebody then something will happen. . . . That is no longer true and I think that organizations such as the faculty association here and the Confederation and the CAUT have to ensure that in the next decade they are going to become much more effective political lobbyists."

It is important to remember that the issue of university-government relations transcends the economic issues. Virtually any Canadian university can be reshaped by an act of a provincial legislature or by a cabinet. The rash of royal commission indicates that governments are ready and able to change universities. They may not yet be willing to do so; in part that will be subject to political pressures. Whether or not universities participate in that political pressure is up to us.

The volume incidentally is very poorly edited and produced. In consequence it is difficult to read. Moreover, the recording of a general discussion includes much that is unnecessary and irrelevant. A thorough and competent editor could have been of much benefit. But when one considers that the volume had a production time of only ten days much may be forgiven.

Gordon Unger

Gordon Unger is Executive Assistant of the Confederation of Alberta Faculty Associations.

DOCUMENTS/DOCUMENTS

The COPSE Report in Ontario recommended the creation of a provincial ombudsman for post-secondary education. The Academic Freedom and Tenure Committee and the Board of the Canadian Association of University Teachers has authorized the executive Secretary of the CAUT to oppose this recommendation. The issue of local ombudsman has been discussed in the CAUT Bulletin. *See Vol. XX, No. 3* (1972) Karl Friedmann and Burke M. Barker, 'Ombudsmen in Universities' and *Vol. XX1, No. 1 (1973) Response by D. C. Savage.*
The following letter has been sent to the Hon. Jack McNie, Minister of Colleges and Universities.

18 January 1974

Honoroble John McNie
Minister of Colleges and Universities
Ontario Legislature
Queen's Park
Toronto, Ontario

Dear Dr. McNie,

I am writing on behalf of the Canadian Association of University Teachers to ask you not to implement recommendation 106 of the Report of the Commission on Post-Secondary Education in Ontario. This recommendation, you will recall, proposes the appointment of a provincial ombudsman for post-secondary education in Ontario. The ombudsman would be expected to "... help individuals find their way and protect their rights within the increasingly complex maze of educational bureaucracies ..." It is suggested also that the ombudsman would foster a spirit of accountability among administrators.

We oppose the appointment of an ombudsman at the provincial level because of the danger we perceive that province-wide system in which similar conduct of universities toward their faculty and students might well be determined by the Ministry of Colleges and Universities through the particular individual appointed. Such an appointment would, in our view, be a significant and unacceptable intrusion by government into the affairs of the universities. That intrusion would be unavoidable since it is unlikely that a provincial ombudsman would merely ensure that the rules and procedures in each university are applied correctly. Because of his involvement with cases across the province he would find it virtually impossible to avoid establishing provincial standards and norms for university procedures governing faculty and students. To do otherwise would be to invite questions about the equity of a province-wide system in which similar grievances are resolved by different procedures at different universities. Since the ombudsman would presumably be a provincial appointee, it is very likely that the norms which he would increasingly find himself espousing would be seen to be provincial government norms.

An ombudsman would function much more effectively, in our view, if he were appointed in and by a particular university. We are convinced that this appointment can be effective if the ombudsman is chosen by the constituencies (faculty, students, support staff) with whom he may have contact as a consequece of his mandate. We believe that such locally appointed ombudsmen should be both accessible to the members of the particular university and have their trust in a way that a provincial ombudsman is unlikely to do.

We do not think, however, that the government should mandate universities to create ombudsmen by legislation nor should the government attempt to specify the terms of reference of such local ombudsmen since the needs of universities in Ontario are likely to differ. Traditionally in Canada university ombudsmen have been created to deal with student grievances or matters other than problems arising from the contracts of faculty members. In this context the Academic Freedom and Tenure Committee of the CAUT has favoured the creation of such ombudsmen in particular universities and has urged faculty to give active support to them. However, the Academic Freedom and Tenure Committee is not convinced of the value of such a university ombudsman in contractual disputes involving faculty. Much more effective in ensuring justice on the university campus, in the opinion of the Committee, is the creation on each campus of effective quasi-judicial procedures, suited to the local needs, which protect the rights of faculty, students and administrators. With these protections an ombudsman becomes unnecessary in

Cont'd on next page

APPENDIX *Cont'd Irom page 12*

referred to Committee A for decision.
(vi) The responsibiility for arguing the universities' case at arbitration will be for decision between the University Authorities and the AUT.
(vii) An arbitral award will be binding, subject to the overriding authority of Parliament.

CONFIDENTIALITY

Proposals put to Committee A and/or Committee B will not be confidential.

The proceedings of either Committee will however be confidential except that by agreement the parties present will decide to what extent any of the details may be made more widely known.

RULES OF PROCEDURE

The two committees will determine their own manner of proceedings and make such rules as may be necessary.

OPERATIVE DATE AND DURATION OF AGREEMENTS

(i) Proposals for new arrangements may be made at any time to Committee B. Such proposals will normally include an operative date and may include a proposed duration for the new arrangements.
(ii) If agreement is not reached on the operative date or the duration or both the question will be eligible for arbitration.
(iii) Any new arrangements may be given retrospective effect to a date agreed in Committee B (the backdating however not normally to exceed six months from the date of agreement in Committee A, i.e. the date the claim is submitted to the government) or determined by arbitration.

CHANGES IN THE MACHINERY

It will be open to any of the parties at any time to make proposals to the Secretary of State for changes in the machinery.

ARRANGEMENTS FOR ARBITRATION

(i) Where Committee B has failed to reach agreement, the Chairman will report the situation to the Secretary of State for Employment and Productivity for reference to arbitration by a Tribunal consisting of an independent Chairman and two members.
(ii) The Chairman will be appointed by the Secretary of State for Employment and Productivity after consultation with the parties.
(iii) The members will be selected by the Secretary of State for Employment and Productivity:
one from a list proposed by Committee A
one from a list proposed by the Secretary of State for Education and Science.
Members of Committee A or B, their advisers in the negotiations, officers of the bodies represented on the Committees and University staff will be ineligible for membership of the Tribunal.
(iv) The remit to the Tribunal will be agreed by the parties; in the absence of agreement separate statements will be made and will together constitute the remit.
(v) The Tribunal will regulate its own procedure.
(vi) If the members of the Tribunal are unable to agree on their award, the decision will lie with the Chairman.

Submission by the Canadian Association of University Teachers to the British Columbia Committee on University Governance in Reply to the Working Paper on University Governance in British Columbia

Preamble

The Canadian Association of University Teachers represents 17,000 professors on 52 campuses across Canada. CAUT has local affiliates at all the universities in British Columbia and a provincial affiliate, the Confederation of University Faculty Associations of British Columbia (CUFABC). This brief was discussed in detail by CUFABC and by the representatives of the British Columbia faculty associations on CUFABC.

The CAUT brief is devoted to a limited number of issues. We believe that these issues are not only of significance in British Columbia but that the decisions of the British Columbia government in these areas are likely to affect Canadian university practice across the country. CUFABC and the four university faculty associations will be presenting more detailed briefs which support the main lines of this brief and add a great deal more detail based on the experience of each university.

This brief will deal with two issues raised by the *Working Paper on University Governance in British Columbia*, namely the merits of intermediary bodies between universities and governments such as grants commissions and the question of the definition of terms and conditions of employment for university professors within the Universities' Act. This submission has been approved by the CAUT Committee on Relations with Governments and by the Board of CAUT. CAUT will submit a second brief in March on senates and boards of governors after the CAUT Committee on University Governance has reported to the CAUT Board.

A. INTERMEDIARY BODIES OR GRANTS COMMISSIONS

The CAUT supports the idea of an intermediary body between the universities and the Government and recommends the following principles:

a. *That it be established by statute.*
Recent experience in Ontario suggests that advisory bodies rather than statutory ones have serious deficiencies, notably that they command less respect, that there are frequent suspicions that they are not independent of Government and consequently do not act as a buffer but as a means of giving verisimiltude to Government policy, and that they can be bypassed by determined university administrations.

b. *That it be composed in equal numbers of appointees of the government and of the university community.*
CAUT opposes the view of the Working Paper that all members of the proposed Commission be appointed by the Government and believes that the body will have greater credibility with the university community and with the general public if it has a mixed composition.

c. *That in regard to appointees from the university community a minimum of one-third should be appointed from a list of faculty submitted by CUFABC.*
CAUT believes that faculty should be directly represented on the Commission and not indirectly through election by some other body. We also consider that the nomination of lists of names by CUFABC rather than by the individual university faculty associations will help to ensure a British Columbia rather than a purely local perspective.

d. *That a full-time chairman with a fixed term of four years renewable once be appointed by the government and that the nominee by an academic.*
CAUT considers that the job is important enough to warrant a full-time chairman. In addition if there is no full-time chairman, the permanent executive director will, in fact, run the Commission.

e. *That all recommendations from the Commission to the Government be public.*
This is essential if the Commission is to function properly and if it is to gain the confidence of all the parties it is intended to serve. Professors Rowat and Hurtubise remarked:
"Another far-too-usual aspect of the advisory function of commissions is secrecy, to be discussed more fully later. Perhaps the most serious implication of advice given in secret is that it may simply be ignored, and the body giving it will have little influence. Because of this secrecy, the body cannot appeal for support to its clientele or to the general public. This may help to explain why the two advisory bodies for higher education in British Columbia, the Financial Advisory Board and the Academic Board, have been so weak and ineffectual."[1]

f. *That in general the Commission meetings be in public except for discussions of internal personnel cases or similar matters, and that minutes of the Commission be circulated to university presidents, presidents of faculty associations*

1. René Hurtubise, Donald C. Rowat, **The University, Society and Government**, 1970, p. 92.

CARLETON UNIVERSITY

DEAN OF SCIENCE

Applications are invited for the position of Dean of the Faculty of Science, comprising the departments of Biology, Chemistry, Geology, Mathematics and Physics. The successful candidate is required to develop programmes of instruction and research in these and related areas.

Duties commence on July 1, 1974 and salary will be negotiated.

Deadline for submissions is April 12, 1974.

Inquiries or curricula vitae and names of referees should be directed to:

Dr. D. Kessler, Chairman
Selection Committe
Room 607, Administration Building
Carleton University, Ottawa, Ont. K1S 5B6

DOCUMENTS *Cont'd from p. 28*

contractual disputes. Without them the ombudsman might well find himself with the limited power only to ensure that acceptable internal procedures already on the local statute book have been followed. Thus the Academic Freedom and Tenure Committee of CAUT believes that a system of administrative law created within each university by proper negotiation with the faculty association is a better solution and should remain an option open to all faculty associations in the province.

For the above reasons I must urge you not to implement recommendation 106 of the COPSE Report. This letter has been authorized by the Academic Freedom and Tenure Committee and by the Board of the CAUT. I have discussed the issue with the Executive Vice-Chairman of OCUFA who concurs with our views. I would welcome an opportunity to discuss this matter with you further if you thought that would be useful.

We propose to publish this letter in the March *Bulletin* of the CAUT.

and of CUFABC, and to student organizations.

g. *That the results of all research projects be made public in an appropriate manner.*
CAUT believes very strongly that all the research functions of the Commission should be public, both the decision to undertake a particular item of research and the results whatever they may turn out to be. We consider that only in this way can the university community be assured that research is being undertaken in the interests of all sections of the community and that it is not being used to justify the preconceptions either of the Commission or the Government. British Columbia could make a major contribution to public policy by making such guidelines mandatory for the Commission.

h. *That the CAUT endorse the general outline of functions for the Commission in the Working Paper, namely, that the Commission should have the power to allocate block budgets which may be subdivided into an operating budget and a capital budget. The universities should retain the power to allocate the operating and capital budget. The Commission should have the power to approve new graduate programmes, new faculties and new institutes, but not to discontinue any established programmes.*
The Government must know that major financing decisions, such as the creation of new faculties, are vetted by a public body to ensure that there is a public need and consequently that the taxpayers' money is being reasonably spent. Such decisions cannot emanate solely from competition between universities or from the imperial designs of a university at a particular moment in time. However, the Commission must not destroy local decision-making within the University and must not become a McCarthyite device for harassing professors with unpopular views or who do not teach trendy courses.

i. *That no university president or Government officials be appointed to the Commission but that they be permitted to attend the regular meetings when they so desire.*
It is in the interest of the university presidents not to be members of the Commission so that they can be perfectly free to put the case for their own universities as vigorously as possible. No civil servants should be on the Commission in order to ensure that the Commission is independent. The civil servants in the Department of Education should be free to attend and can secure input in that manner or through their advice to the Minister.

j. *That the Commission be specifically required to consult with the universities annually.*
This is essential in order to ensure a proper input from the universities.

k. *That the Commission provide for public review of the workings of the Commission by solicited briefs and hearings every five years.*

l. *That the CAUT endorse the recommendation that the Commission should have its own budget separate from the Department of Education and that it have the power to hire its own staff. The CAUT recommends that staff appointments not be joint appointments or other arrangements with the Department of Education.*
This is essential in order to ensure the independence of the Commission.

B. TERMS AND CONDITIONS OF EMPLOYMENT

The CAUT believes that in general the new University Act should empower faculty associations and boards of governors to negotiate the terms and conditions of employment of faculty in the public universities. However, one issue within this general context has lead to a very great deal of contention in British Columbia, notably at Simon Fraser University. This concerns the rights of individuals in the circumstance where the university wishes to dismiss a professor for cause. This is such a serious matter in that it will certainly end the professor's academic career and it should only be undertaken, therefore, by the fairest possible methods. CAUT considers that this should be by arbitration and that this right should be guaranteed in the new Universities Act. Furthermore the President of Simon Fraser University has argued that the present Act does not allow the President of a British Columbia university to authorize an arbitration. Even if the Government does not agree with this analysis, the new Act should make it clear that such powers do exist.

To this end CAUT suggests the following amendment to section 57 of the Universities Act:

57 (b) Nothwithstanding his power in 57 (a) the President may recommend dismissal of a member of the teaching staff for cause only after he has informed the member in writing of his intention to proceed to dismissal and after determination of cause by a duly constituted board of arbitration whose decision shall be final and binding. The structure and procedures of such boards of arbitration shall be negotiated by the Board of Governors and by the Faculty Association of each University. Until such an agreement is reached, arbitrations will be conducted under the powers and procedures specified in Schedule A to this Act. The Arbitration Act of British Columbia does not apply to arbitrations under this section. The staff member may wave his right to arbitration under this section.

Schedule A

C4. When the president of the university and the dean of the faculty concerned are satisfied that there is adequate cause to justify their recommending that a faculty member should be dismissed, the president and dean should forthwith notify the member that they intend so to recommend and they should invite the member to meet with them in the presence of his department head, if there is one, and a disinterested professor having tenure who is acceptable to the dean and the member. In this and all further proceedings, the member should be permitted to bring and be assisted by an adviser of his choice. The purpose of this meeting is to try to effect a settlement without recourse to the arbitration procedure.

C5. If the attempt to settle the matter fails, the university shall inform the member in writing of the charges against him in sufficient detail to enable him to prepare his defense.

C6. (a) Within 14 days of the receipt by the members of written charges as provided in C5 above, the university and the member shall meet to name jointly an arbitration committee.
(b) the arbitration committee shall consist of three professors from outside the university who are acceptable to the university and the member.
(c) If the university and the member are unable to constitute an arbitration committee within 21 days from the meeting in C6 (a) above, recourse shall be had to procedure outlined in C7 below.

C7. A person of unquestioned integrity and independence from outside the university shall be appointed jointly by the university and the faculty association, whose function shall be to name at the earliest possible moment the arbitration committee in cases where the representative of the University and the faculty member are unable to agree on one. Such person shall be appointed within 30 days of the adoption of these regulations, or of the resignation of the person previously appointed.
If at the time the president informs the professor of his intention to proceed to arbitration no such procedure has been negotiated and if the parties cannot agree to the arbitrators as set out in C.6, then the Minister of Labour shall nominate three academics from outside the university in question to act as arbitrators.

C8. (a) The arbitration committee shall convene within 21 days of being constituted, and shall attempt to conclude their proceedings and render their decision as expeditiously as possible.

(b) The arbitration committee shall have the right to establish its own procedures, and to require each party to make full disclosure of evidence which the committee deems relevant, having due regard to basic fairness. In any event, it shall:

(i) notify all persons concerned of the time and place at which they intend to hear the parties;

(ii) afford both parties the right to appear in person with or without counsel or other advisors, and to examine and cross-examine witnesses;

(iii) hold its hearings in camera unless both parties agree in writing that they shall be open, and instruct all persons appearing before the committee in camera to treat all evidence and proceedings as confidential;

(iv) require each party to indicate the nature of the evidence it intends to rely on, in order to enable the other party to make a fair and full answer.

(c) No formal transcript of the proceedings shall be kept; however, the committee shall have the authority to require that a logged audio tape of all or part of the proceedings be kept for its own use.

(d) The committee shall issue a written decision which contains findings of fact, reasons, and conclusions as to adequacy of cause. The written decision shall be forwarded to the university and the member, either of whom may decide to make the decision public.

(e) The decision of the committee shall be final and binding on the member and the university.

(f) In its award the committee shall declare:

(i) that cause for dismissal has not been shown, and that any suspension in effect shall be rescinded, OR

(ii) that cause for dismissal has been shown.

(g) In event that the committee finds cause for dismissal, the committee may also rule that the faculty member's salary and the university's contribution to his pension shall be continued for a period not exceeding one year from the date of the committee's decision.

C9. The president of a university may by written notice for stated cause relieve a faculty member of some or all of his university duties and withdraw some or all of his university privileges, provided that dismissal or other procedures to determine the propriety of such action have already been initiated or are initiated simultaneously. The suspension should terminate with the conclusion of the dismissal or other proceedings, or at such earlier time as the president may deem appropriate. The stated cause must involve an immediate threat to the functioning of the university, or to any member of the university. Salary and other benefits should continue throughout the period of suspension.

C10. Any failure by one party to observe any of the time limits set out herein shall entitle the other party to invoke succeeding steps in the procedures. However, the parties may mutually agree in writing to extend any time limit provided herein.

APPLIED MATHEMATICS

The University of Western Ontario

Applications are invited for the position of Assistant Professor in the Department of Applied Mathematics, effective 1 July 1974. Applicants should be qualified in Solid or Fluid Mechanics, preferably, but not necessarily, in Solid Mechanics. The current salary floor for an Assistant Professor is $12,300. A contribution towards removal expenses will be made. Intending candidates should submit their Curriculum Vitae together with the names of three referees to:

Dr. M. Zamir,
Chairman,
Selection Committee,
Department of
Applied Mathematics,
The University of
Western Ontario,
London, Ontario,
Canada N6A 3K7.

APPLIED MATHEMATICS

The University of Western Ontario

Applications are invited for the position of Visiting Assistant Professor in the Department of Applied Mathematics. The term of the appointment is from 1 July 1974 to 30 June 1975. Applicants should be qualified in either Applied Statistics or Applied Probability. The current salary floor for the position is $12,300. A contribution toward moving expenses may be made. Interested candidates should submit their Curriculum Vitae together with the names of three referees to:

Dr. Ian B. MacNeill,
Chairman,
Selection Committee,
Department of
Applied Mathematics,
The University of
Western Ontario,
London, Ontario,
Canada N6A 3K7.

THE UNIVERSITY OF GUELPH

Invites nominations and applications
for the position of

PRESIDENT

The appointment, which will be effective July 1, 1975, is for a term of five years with the possibility of extension upon review.

Applications should be accompanied by a detailed curriculum vitae and the names of referees. Letters of nomination should include biographical details of the person nominated.

Applications, nominations and enquiries should be addressed to:

W. W. Lasby,
Chairman of the Presidential Search Committee
University of Guelph,
Guelph, Ontario.
N1G 2W1

From p. 2

III. Committee on Internal University Affairs

Jim Moore *(Chairman)*
(Loyola, Political Science)
G. R. Macpherson
(Winnipeg, History)
R. C. B. Hartland-Rowe
(Calgary, Biology)
J. R. McCormack
(St. Mary's, History)
Gordon Wood
(Windsor, Chemistry)
M. Louis Trotier
(Laval, Géographie)
Victor Sim
(CAUT)

Subcommittee on University Governance

M. Finlayson
(Toronto, History)
B. Jenkins
(Saskatoon, History)
John Greene
(Victoria, French)
A. Wexler
(Manitoba, Engineering)

Subcommittee on Teaching Effectiveness

Bruce Shore *(Chairman)*
(McGill, CDL)
Chris Knapper
(Regnia, Psychology)
Gilles G. Nadeau
(Moncton, Education)
S. I. F. Foster
(B.C. Federation)

Subcommittee on Staff/Student Relations

D. Theall *(Chairman)*
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Michiel Horn
(Glendon College, (York) History)
Alwyn Berland
(McMaster, Dean of Humanities)
Victor Sim
(CAUT)

IV. Economic Benefits Committee

Jane B. Haynes *(Chairman)*
(York, Political Science)
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